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SUMMARY

OF THE

ADMINISTRATION

OF

LORD HARDINGE OF PENSHURST

VICEROY AND GOVERNOR-GENERAL OF INDIA.

November 1910—March 1916.



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CONTENTS.

	PAGE.
I.—HOME DEPARTMENT	1
II.—FINANCE DEPARTMENT	24
III.—COMMERCE AND INDUSTRY DEPARTMENT	36
IV.—RAILWAY DEPARTMENT	46
V.—REVENUE AND AGRICULTURE DEPARTMENT	50
VI.—PUBLIC WORKS DEPARTMENT	58
VII.—LEGISLATIVE DEPARTMENT	65
VIII.—EDUCATION DEPARTMENT	73
IX.—ARMY DEPARTMENT	87
X.—FOREIGN AND POLITICAL DEPARTMENT	94

SUMMARY OF THE ADMINISTRATION

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I

HOME DEPARTMENT.

EXECUTIVE.

THE most striking and memorable of the administrative measures carried out by the Government of India during the period under review were the transfer of the capital of India from Calcutta to Delhi, and the consequent redistribution of territory in the Lower Provinces of the Bengal Presidency. These changes, which were announced by His Majesty the King-Emperor in person on the occasion of the Coronation Durbar at Delhi on the 12th December 1911, included the creation of a Governorship in Council to administer the five Bengali-speaking divisions of Bengal, the constitution of Bihar, Orissa, and Chota Nagpur into a separate province under a Lieutenant-Governor in Council, and the restoration of the Chief Commissionership of Assam. Later on, a new province was formed of Delhi and its environs, and placed under the administration of a Chief Commissioner directly subordinate to the Government of India. Dramatic and unexpected as was His Majesty's announcement of these reforms, the proposals that initiated them had been the outcome of earnest and exhaustive deliberations on the part of Lord Hardinge's Government. They were, however, kept secret, for some time after they had received the approval of the Secretary of State, in order to utilize to the full the unique opportunity of the presence of His Majesty the King-Emperor at Delhi for the pronouncement of what the Government of India unhesitatingly described as one of the most weighty decisions ever taken since the establishment of British rule in India. The Government of India's despatch, dated the 25th August 1911, and that of Lord Crewe, dated the 1st November 1911, have since been made public, and in them may be read the reasons which prompted the Government of India to put forward their proposals and His Majesty's Government to accept them.

These far-reaching changes were accepted in their entirety by the Secretary of State in his despatch of the 1st November 1911. On the 1st April 1912, Lord Carmichael of Skirling, previously Governor of Madras, took his seat as the first Governor of Bengal, Sir Charles Stuart Bayley, previously Lieutenant-Governor of Eastern Bengal and Assam, assumed charge of the office of Lieutenant-Governor of Bihar and Orissa, and Sir Archdale Earle, formerly Secretary to the Government of India, Home Department, became Chief Commissioner of Assam. An Executive Council was created in the new Governorship from the outset, and on the 1st of August 1912 a similar body was provided for the Government of Bihar and Orissa.

On the 1st October 1912 the new province of Delhi, consisting of the old Delhi *tahsil* and the *thana* of Mahrauli, was removed from the control of the Punjab Government and placed under the local administration of a Chief Commissioner. About 60 villages were subsequently added to the enclave from the adjoining district of Meerut in the United Provinces. Mr. W. M. Hailey was appointed the first Chief Commissioner of the new province.

The Government of India took up their permanent residence in Delhi as the winter capital of India on the 23rd December 1912.

Legislative
Councils.
Revision of the
regulations.

The "Reformed" Imperial and Provincial Legislative Councils came into existence in the winter of 1909. In January 1910 Lord Minto's Government called for a report from local Governments on the working of the new regulations, and asked for suggestions for the amendment of the regulations in any particulars in which they had been found defective. The replies of local Governments were considered by a special committee of the Government of India in September 1911, which had before it, besides the correspondence from local Governments, certain other proposals which had come before the Government of India independently, and, in particular, suggestions which had arisen out of a debate in the Imperial Council upon a resolution moved by Pandit Madan Mohan Malaviya in January 1911. In accordance with the recommendations of the committee, the amendments placed before the Secretary of State were practically confined to such concrete suggestions on points of detail as had been offered by local Governments in the light of practical experience, and accepted as desirable by the Government of India. These amendments were comparatively unimportant, and consequently need not be mentioned here. Proposals involving alterations in the principle of the regulations were excluded for the reason, stated in the Government of India despatch dated the 23rd January 1913, that since the Councils had so far stood the test of only one general election, it would be premature and impolitic to embark as yet upon any basic changes in their constitution. The opportunity was, however, taken to effect some changes in the distribution of seats in Madras with a view to the more equitable representation of landholders and local bodies: in the United Provinces, in consequence of certain administrative territorial changes, and in the Punjab, in order to constitute a District Board electorate similar to those already provided for in other provinces, and to extend the franchise to a greater number of municipalities. It had been considered advisable, when the regulations were framed, to proceed on cautious lines in the Punjab in the matter of elective representation in view of the comparative backwardness of that province. But this differentiation had aroused considerable adverse criticism, and the Government of India welcomed the local Government's assurance that it was now possible to make an advance in the extension of the electoral principle. In fact, in March 1916, further progress was made, the total membership being raised to the statutory maximum of thirty, with consequential additions to the number of elected seats. Some further changes in the regulations were made in 1915. These were concerned with minor matters such as the term of office of members and corrupt practices in voting. The Burma Council was enlarged by two members in the same year.

New Legislative
Councils for
Bengal, Bihar and
Orissa, and Assam.

The territorial redistribution consequent upon the transfer of capital to Delhi involved certain minor changes in the constitution of the Imperial Council as well as the formation of three separate provincial Councils for Bengal, Bihar and Orissa, and Assam, respectively, in place of the two Councils hitherto in existence. The strength of the Legislative Councils of the three new Provinces was ultimately determined as follows:—

Ex-officio members, Bengal 4, Bihar and Orissa 4, Assam 1. *Nominated members*, Bengal 22, Bihar and Orissa 20, Assam 14. *Elected members*, Bengal 28, Bihar and Orissa 21, Assam 11. *Total strength*, Bengal 54, Bihar and Orissa 45, Assam 26.

Formation of a
Legislative Council
for the Central
Provinces and
Berar.

At the time of the institution of the enlarged Legislative Councils, the Chief Commissioner of the Central Provinces had advocated the creation of an informally constituted Advisory Council in those provinces and Berar. Lord Minto's Government, while in no way disposed to underrate the force of the arguments used by the Chief Commissioner, expressed themselves unable to overlook the general objections attaching to the introduction in a single province of a novel form of deliberative body, the constitution and proceedings of which would not be regulated by any legal provision. In addition, the Government of India laid stress on the absence of any indication of the wishes of the people in the matter, and suggested the postponement of the question until such evidence was forthcoming. Meanwhile, they requested that their conclusions might be made generally known in such manner as the Chief

Commissioner might think fit, and copies of the letter expressing these views were accordingly sent by the Chief Commissioner to the press. In December 1910, the Chief Commissioner, in forwarding to the Government of India memorials submitted by certain public bodies in the Central Provinces on the subject, renewed his recommendation of the measure, not on the ground that there was a genuine popular demand in its favour (for the memorials forwarded were not such as to warrant this inference), but on the same general considerations which had justified the grant of constitutional reforms in other provinces, namely, the political dissatisfaction existing among the educated class, and the desirability, as education advanced, of allaying it by granting opportunities of closer association with the Government in the administration of the country. The reasons for recommending an Advisory as opposed to a Legislative Council were the following :—

- (a) The fact that a Legislative Council for the Central Provinces would only be possible under the Indian Councils Act either by raising the administration of the province to the status of a Lieutenant-Governorship or by amending the Act.
- (b) The inability of the province to supply a sufficiency of suitable members for a Legislative Council on the pattern of other provinces.
- (c) The difficulty in connection with Berar, which was felt to be in need of representation, but could not be represented on a Central Provinces Legislative Council, since Berar is the territory of the Nizam of Hyderabad, and its inhabitants are technically aliens in British territory.

In considering the proposal the Government of India at once decided that as a Legislative Council would be required sooner or later for the Central Provinces, there would be no advantage in the intermediate stage of an Advisory Council. The first of the difficulties enumerated above could be met by Parliamentary legislation, the second by the constitution of a Legislative Council on a scale suited to the province, and the third might be elucidated by a ruling from the Secretary of State. The matter was eventually decided by a clause enabling Legislative Councils to be provided for Chief Commissionerships being inserted in the Bill which became the Government of India Act, 1912. The question whether Beraris could be made eligible to sit upon the provincial Council was answered by the Secretary of State in the affirmative. Many details, however, still required to be settled, and it was not until August 1914 that a Legislative Council, consisting of 24 members besides the Chief Commissioner, was inaugurated at Nagpur.

In September 1913 the Government of the United Provinces addressed the Government of India on the question of the creation of an Executive Council for those provinces. In describing at length the state of local public opinion on the subject Sir James Meston showed that the measure was keenly desired by the advanced political party, that it was opposed by two out of the three of the ruling chiefs under his political control—the third being a minor—and that it was then generally not acceptable to the influential land-owning classes as represented by the majority of the taluqdars of Oudh and Agra. Among the middle classes and the general mass of the people there was no evidence of any opinion on the subject at all. Sir James Meston's own view was that the change could not at the moment be justified by the first and most practical criterion, namely, whether the work of the province was so heavy or so complicated as to be beyond the ability of one man. On the other hand, he admitted that the volume of work was steadily increasing, and that the creation of an Executive Council might become necessary in the near future. The dominant argument for a Council was, however, in his opinion, the enlistment of the services of an Indian gentleman in the actual work of Government, and this he did not consider it possible to resist indefinitely in view of the existing steady trend of administrative progress in that direction. In general, Sir James Meston concluded that the change was bound to come in time, and that the opposition of the more influential landlords would probably decline. On this assumption, he recommended that the Government of India should take the necessary steps for obtaining the approval of His Majesty's Government to

Proposed Executive
Council for the
United Provinces.

the reform, before the agitation in its favour should become so strong and so widespread that to concede it then would have the appearance of weakness or yielding to pressure.

The majority of the Government of India accepted the reasoning of the local Government, and were in favour of bestowing an Executive Council on the United Provinces without further delay. Three Honourable Members were of opinion that the time was not ripe for the change and recorded this view in minutes of dissent which accompanied the despatch to the Secretary of State. Lord Crewe concurred in the policy of the Government of India as expressed by the majority, and a draft proclamation ordering the creation of an Executive Council for the United Provinces was laid before both Houses of Parliament early in 1915. It was, however, rejected on the 17th March by the House of Lords, which carried an address to His Majesty praying him to withhold consent from it during the continuance of the war. This decision occasioned considerable dissatisfaction in India, and many protests were received, culminating in a memorial favouring the constitution of a Governorship in Council, which was approved at a special conference composed of representatives of various local interests. In forwarding this document to the Secretary of State the Government of India renewed their previous recommendation, and expressed the hope that effect would be given to it at the close of the war.

Appointment of a Royal Commission on the Public Services in India.

The Royal Commission on the Public Services in India was appointed in 1912. Its report was not completed prior to the war, and it was subsequently decided to withhold it until peace was restored. The circumstances which led to the appointment of the Commission were, briefly speaking, fourfold—

- (a) A resolution had been moved in the Imperial Council at Calcutta in March 1911 recommending the appointment of a mixed Commission to consider the possibility of the extended employment of Indians in the superior ranks of Government service. Although unable at the moment to accept the proposal to appoint a Commission, the Government of India undertook to make an inquiry from local Governments on the general question of the further employment of Indians, more particularly with a view to the expansion of the provincial services to the full extent outlined by the Public Services Commission of 1886.
- (b) Signs were not wanting of a more or less general dissatisfaction among the members of the Imperial services at their present position, prospects and pay.
- (c) Discussions had been carried on for some time between the Government of India and the Secretary of State regarding the age of selection of Indian Civil Service candidates and the nature and length of the training undergone by probationers in England. In both these directions need for improvement was felt.
- (d) Lastly, the position of Indian students in England, of whom there were considerable numbers studying for entrance into the Imperial services, was becoming a source of anxiety, and the question arose whether this could not be mitigated to some extent by recruitment for those services in India.

The terms of reference of the Commission were as follows :—

“To examine and report upon the following matters in connection with the Indian Civil Service and other Civil Services, Imperial and Provincial :—

- (1) the methods of recruitment and the systems of training and probation ;
- (2) the conditions of service, salary, leave, and pension ;
- (3) such limitations as still exist in the employment of non-Europeans and working of the existing system of the division of services into Imperial and Provincial ;

and generally to consider the requirements of the public service and to recommend such changes as may seem expedient ”.

The Commission toured twice in India, in the cold weathers of 1912-13 and 1913-14, and was still working in London at the outbreak of war. It was consequently inevitable that many reforms in connection with the various services, that would in other circumstances have been initiated, should be postponed until the result of the Commission's inquiries was published. In any case it was obvious that no general and constructive line of policy could be undertaken in the meantime. A number of necessary and useful measures were, however, carried out.

A most desirable and long postponed reform was carried into effect in 1913 Reorganization and amalgamation of the Central Provinces and Berar Commissions were amalgamated and the pay and grading of the combined cadre were placed on the same footing as those of the Punjab.

In 1912 the block in promotion among members of the Indian Civil Service in several provinces had become serious, owing in a large measure to over recruitment in previous years. Memorials on the subject were received from a great number of officers through the local Governments of the United Provinces, the Punjab, the Central Provinces and, later, Bombay. The Government of India, after a careful comparison of the actual salaries drawn by officers in the above-mentioned provinces with what might be considered their normal prospects, proposed a remedial time-scale of minimum salaries for officers of 8 to 16 years' service (inclusive) which received the sanction of the Secretary of State. In October 1914, however, this scale was partly superseded by a remedial time-scale on similar lines which was brought into force all over India as compensation for the failure of normal officiating promotion owing to the general recall of all officers on leave at the outbreak of war. The new scale comprised minimum salaries from the 3rd to the 21st year of service inclusive, the rates from the 8th to the 16th year being the same as in the provinces for which the special scales already mentioned were in force.

Important changes were effected in the constitution of the executive Provincial Civil Service changes. branch of the Provincial Civil Service in Madras, the United Provinces and the Punjab. In each case reform was necessitated both by the insufficiency of the strength of the cadre to cope with the very large increase of administrative work, and also by the inadequacy of the pay and prospects to attract suitable candidates under modern conditions. The scheme for the United Provinces was by far the largest, involving an increase of 59 posts in the cadre, and the regrading of a large number of posts, at a combined total cost of Rs. 3,47,486 per annum.

In 1913 a proposal was supported by the Government of India and Tentative sanctioned by the Secretary of State to add 40 temporary posts of sub-deputy introduction of collectors to the Bengal cadre in order to provide an agency for the better in Bengal. the circle system supervision of the village police, the development of the *panchayat* system and the formation of a link (other than the police) between the district administration and the people. This measure represents an initial step towards establishing in the districts of the Bengal Presidency some subordinate executive agency corresponding to that found in the tahsildars of Northern India, which enables a district officer to keep closely and readily in touch with the outlying portions of his charge. The absence of any such agency in Bengal had already been commented upon by the Royal Commission upon Decentralization. The necessity for employing the police on miscellaneous duties outside the district headquarters was an admitted flaw in the Bengal system, although attempts had been made to minimise the evil by fostering the growth of village *panchayats* and by giving them more control over the village watch. But without any supervising agency the experiment had not proved a success. The object of the employment of the 40 extra sub-deputy collectors was to provide this supervision, and it is hoped that ultimately a regular system of resident circle officers may be established in Bengal.

JUDICIAL.

In 1911 the Indian High Courts Act of 1861 was amended in Parliament Amendment of the so as to raise the maximum number of Judges in a High Court from 15 to 20 Indian High Courts (inclusive of the Chief Justice), and to permit of the Governor-General in Act, 1861.

Council temporarily increasing the strength of any High Court within that maximum by the appointment of temporary additional judges for periods not exceeding two years. This legislation was initiated in view of the congested state of work in the Calcutta High Court, where the arrears of civil appeals alone had risen from 5,398 to 8,389, in less than two years. The court was already at its statutory maximum under the existing law, and the Government of Bengal urged that it was absolutely necessary to raise its numerical strength. The power to appoint temporary additional judges was suggested as a means of obviating the cumbrous procedure, hitherto employed when temporary judges were required, of making a new permanent appointment, and, when it was no longer needed, of leaving unfilled the next ensuing permanent vacancy. The proposals of the Government of India commended themselves to the Secretary of State, and the existing Act was amended accordingly in August 1911. At the same time another important provision was inserted, taking power to His Majesty to establish High Courts in any province in India.

High Court for
Bihar and Orissa.

Necessary as the strengthening of the Calcutta High Court was, it was not destined to be more than a temporary measure. Within a few months, by April 1912, the province of Bihar and Orissa had been constituted, and the Government of India were strongly inclined to the view that the new province should have a High Court of its own. In this opinion they were subsequently supported by the new local Government, and by the majority of public opinion in Bihar and Orissa. The step was no more than the corollary to the constitution of the province itself, and it was hardly to be contemplated in the case of a province of the first rank that its litigants should be compelled to resort, and its local judicial authorities should be subordinate, to a tribunal sitting outside its limits. Accordingly, after a full consultation with the Calcutta High Court as well as the local Government of Bihar and Orissa, the Government of India advocated the acceptance of the principle that a High Court should be established at Patna for the new province. The only other point upon which a decision was immediately sought was the position of Orissa, for which it was felt that special arrangements were required. This part of the new province, though reasonably near to Calcutta, is at a distance from Patna, and rendered still more inaccessible from it by the circuitous railway connection between the two places. On the other hand, the volume of litigation from the locality was not thought to be sufficient for a separate court or bench situated permanently in Orissa. The Government of India therefore recommended, with the concurrence of the Calcutta High Court, that a circuit bench of Judges from the Patna Court should sit at regular intervals at Cuttack. This, together with the main proposal, was accepted by the Secretary of State. The construction of the High Court buildings and the proposals for the necessary establishment, were taken in hand at once by the local Government, while the constitution of the court was fixed at one Chief Justice and 6 Puisne Judges. The new court finally came into existence on the 1st March 1916, from which date the strength of the Calcutta High Court was reduced to one Chief Justice and 13 Puisne Judges.

Proposed High
Court for the
Punjab.

In May 1913, Sir Louis Dane, then at the end of his term of office as Lieutenant-Governor of the Punjab, resuscitated the question of raising the status of the Punjab Chief Court to that of a High Court. The proposal had last been put forward during Lord Curzon's Viceroyalty, when it had been rejected by the Secretary of State, in concurrence with the Government of India, on the ground, principally, that the existence of frontier districts in the Punjab laid upon the Chief Court the necessity of issuing rules and instructions for the guidance of subordinate courts in a way that would be out of the question in the case of a High Court. The Punjab Government pointed out that the frontier difficulty had now ceased to exist, that the long standing anomaly of having a court of inferior status in a province of the importance of the Punjab was becoming more pronounced year by year, and that there was a genuine and ever-increasing demand for the enhanced status of the court throughout the educated community of the province. Sir Louis Dane, however, attached certain conditions to his proposal relating to the constitution of the court which, upon examination, the Government of India found unacceptable. Sir

M. O'Dwyer, Sir L. Dane's successor, endorsed the considerations in favour of a High Court, but expressed the view that the demand should be met by a normally constituted High Court. Lord Hardinge's Government accordingly addressed the Secretary of State in January 1915, strongly recommending the creation of a High Court for the Punjab. Lord Crewe was, however, unable to accept the proposal, but it was subsequently again submitted to the Secretary of State, with whom it is at present pending.

GENERAL AND SOCIAL LEGISLATION.

Note.—The various completed Acts of the Legislature during the period under review are mentioned elsewhere, but in addition various other important measures were advanced to different stages. When war broke out it was, however, decided to postpone all legislation of a controversial character, and the expectation that some at least of the Bills outlined below might have passed into law could consequently not be realised.

Various defects in the working of the Criminal Procedure Code had come to light since the last revision of the Code in 1898, and Lord Minto's Government had decided in 1910 that a general re-examination of it was called for. After consultation with local Governments a draft bill involving the amendment of about 130 sections of the Code was eventually forwarded with a despatch to the Secretary of State by the Government of India in July 1913. The Secretary of State, with certain reservations, gave sanction in March 1914 to the introduction of the bill. It was accordingly introduced in the Imperial Legislative Council in the same month.

In 1909 Lord Minto's Government had had under consideration the Contempts Bill. desirability of legislating to prevent the prejudice of justice by the bringing of courts into contempt or by the publication in connection with cases still *sub-judice* of comments calculated to impede their fair trial. The views of local Governments were accordingly invited, and on the whole they were in favour of legislation, but by the time that the replies came to be considered in 1911 the Press Act of 1910 had been passed into law, and had furnished Government with considerably enhanced powers in dealing with the press. The Government of India, therefore, thought it unnecessary as well as inopportune to proceed with an additional measure of the same nature for the moment, but they circulated a draft bill for dealing with the evils in question with the idea of being prepared beforehand to legislate, should the necessity again arise. The essential features of the bill met with practically unanimous acceptance, and in view of subsequent developments while the matter was under discussion the Government of India decided to proceed with legislation forthwith. The Secretary of State's permission having been obtained in January 1914, the bill was actually introduced in that session.

Another measure which occupied attention was the proposed consolidation and amendment of the law relating to legal practitioners. The proposal had first been mooted by the United Provinces Government in 1910; and after discussion with local Governments proposals were submitted to the Secretary of State in May 1915 and approved by him.

In April 1911 the Secretary of State made inquiries from the Government of India regarding the various methods by which female children in India are made to enter upon a career of prostitution either by dedication as temple dancing girls, or by symbolical marriage or by adoption by women of loose morals. The matter had last been discussed in 1903-1905, when the Government of India formed the opinion that the evil was not of such magnitude as to demand fresh legislation, and that with a more systematic surveillance by the police of persons engaged in immoral callings the existing law would be found to suffice. The question thus reopened by the Secretary of State was referred to local Governments, with the result that the Governments of the three provinces of Madras, Bombay and Bengal, which are those mainly concerned, were found to agree that the existing law required strengthening if the abuses mentioned above were to be stopped. Meanwhile, in September 1912 Mr. Dadabhoy, a member of the Imperial Legislative Council, had raised the whole subject

of the amendment of the law relating to sexual offences in a bill which he had introduced in the Council. This bill also was forwarded to local Governments for criticism, and eventually as a consequence of the two references the Government of India proposed to initiate legislation on the subject themselves. This course having been approved by the Secretary of State, a bill was introduced in September 1913, and after being much debated in Select Committee, was circulated for the further opinion of local Governments in April 1914.

Suppression of usury.

In 1913-14 the Government of India addressed themselves to the problem of mitigating the abuse of the civil courts as an agency for the realisation of exorbitant rates of usury by money-lenders. The law on the subject had last undergone modification by the Indian Contract Act Amendment Act of 1899, which defined the circumstances in which a contract may be said to be induced by undue influence, and conferred power to set aside a contract so obtained. Experience had since shown that this safeguard was not sufficient to prevent the evil, which undoubtedly still prevailed all over India. The Government of India considered that the whole subject was ripe for discussion once more, and they accordingly in July 1914 addressed local Governments, whose replies were received in the course of 1915.

Religious and charitable endowments.

The Religious Endowments Act of 1863 (Act XX of 1863) was the outcome of the policy of the British Government, inherited from the Court of Directors, that Government should divest itself of all superintendence and control of religious and charitable endowments in India, transferring its functions in respect of them to managers or managing committees, and merely making provision for intervention by the civil courts on application made by anyone personally interested in any particular charity. This enactment and declared policy were still in force unmodified at the outset of Lord Hardinge's Viceroyalty. But from within six years of the passing of the Act of 1863 down to 1908 the efficacy of the Act to prevent the squandering or misappropriation of religious funds was constantly challenged, especially in the Madras Presidency, and in 1911 a private bill on the subject was introduced in the Legislative Council of Bombay by Sir Ibrahim Rahimtoola. About the same time, another draft bill was promoted by two private members in the Madras Legislative Council. After correspondence with both Governments the Government of India decided that it was time to reconsider the general attitude of Government towards the question. The Secretary of State was accordingly addressed in a despatch dated the 30th January 1913, and after discussion with him and at a conference of officials and non-officials held at Delhi on March 16, 1914, the Government of India finally formulated their proposals in a despatch dated the 23rd July 1914. The Secretary of State accepted their conclusions in a despatch dated the 13th November 1914, and a draft bill for introduction in the Imperial Legislative Council when the normal course of legislation is once more resumed has since received his approval.

Agra Estates and Settled Estates Bill.

The Government of India also supported a draft bill analogous to the enactments in force in Oudh and Madras for the protection of large estates in the province of Agra. The proposal was strongly recommended by the United Provinces Government under Sir John Hewett, as well as his successor Sir James Meston, on political grounds and in response to local feeling which (it was stated) had grown increasingly in favour of such a measure ever since the passing of the Oudh Settled Estates Act of 1900. A draft bill was forwarded to the Secretary of State in October 1915.

POLICE.

Civil police reforms.

The reforms initiated by the Police Commission had been completed by Lord Minto's Government except in Bombay, the proposals regarding which were under consideration till 1913. The reorganisations finally sanctioned by the Secretary of State involved considerable extra expenditure in the case of the subordinate district police, and of the Bombay City subordinate police.

The redistribution of the civil police establishments entailed by the constitution of the three new provinces in 1912 was approved by the Secretary of State in 1913. Arrangements were also sanctioned for the Delhi province.

The Government of India had further to face demands from most of the provinces for the enhancement of the rates of pay of their subordinate police, coupled in some cases with proposals for strengthening these establishments. While the latter may be attributed to the individual conditions and varying rates of development in different provinces, the former were due to causes which were common to all provinces and which were connected with a general rise in the expense of living and the price of labour and with the increasing arduousness and complexity of the work required from the police. Sanction was obtained to reforms of the former class in Bengal, the United Provinces, the Punjab, the Central Provinces, Assam and the North-West Frontier Province, while similar proposals were under consideration affecting Madras, Burma and Bihar and Orissa,

In September 1915 the Secretary of State approved an increase in the rates of pay of head constables and constables in the Madras City Police and in September 1915 a scheme for appointing an additional Deputy Commissioner and extra subordinate police, so as to provide for adequately policing the docks in Bombay City, received his sanction.

In Burma the outstanding features of the military police administration were the creation of the new Putao battalion in consequence of the extension of the administered area, and the abolition of two of the less important battalions in Upper Burma. The saving effected by the latter measure was entirely absorbed by the introduction of certain improvements in the conditions of service of the military police generally. As regards the former the particular question merged into a general inquiry into the strength of the whole force and the possibility of effecting some reduction in the other battalions which was still in progress.

The territorial redistribution of 1912 necessitated a reconsideration of the needs of the three new provinces in the matter of military police, and developments on the north-eastern frontier of Assam involved the constitution of the new Darrang battalion, which was created in part out of the old Silchar and Garo Hills detachments. The measures taken under the former head were directed as far as possible to preserving existing arrangements, and the only material change consisted in the constitution of a military police battalion in the Bengal Presidency. The changes in the Assam military police on account of the formation of a new battalion were coupled with a complete reorganization of the whole force into four battalions of uniform size and a strengthening of the superior command, together with certain minor modifications. After prolonged discussions the scheme was finally submitted to the Secretary of State and received his sanction in June 1915.

Considerable progress was made in the application of the Criminal Tribes Act to wandering and other tribes addicted to crime, and the Government of India gave ready support to proposals for supplementing the restrictive provisions of the Act by endeavours to reform the tribes and induce them to adopt honest ways of living. In Madras and Bombay the Secretary of State at the instance of the Government of India sanctioned the disbursement of considerable grants to the Salvation Army and other agencies undertaking criminal reclamation work. In Bombay a special officer had been on deputation with the same object from 1909, and the Secretary of State's sanction was obtained to the continuance of his work up to 1918. In the United Provinces the Secretary of State sanctioned the extension of the period of special duty of a police officer engaged in similar work. The Punjab Government submitted an ambitious proposal including the establishment of special industrial and agricultural homes and colonies for these tribes and the appointment of a special officer to supervise their control and reclamation, and although the Government of India, partly on financial grounds, were unable to recommend the immediate introduction of the proposals, they approved the deputation of an officer on special duty to commence the work and prepare a detailed scheme.

The measures to be taken to prevent malpractices on the part of the subordinate police engaged the constant attention of the Government of India, and the lines on which they found it possible to take action were

briefly as follows. In June 1911 they issued specific instructions as to the steps to be taken in the various provinces to bring home to the police and to the public the fact that the merits of investigating officers are not judged solely by the statistical results of the cases sent up by them for trial. About the same time they requested local Governments to promulgate orders to secure that wide publicity should be given to all punishments inflicted on police officers for ill-treating prisoners or witnesses in connection with the investigation of cases. In August 1911 they moved local Governments to issue directions that directly an accused person is arrested the investigating officer should ask him whether he has any complaints to make of ill-treatment by the police, and, if any such allegation is made, to examine the prisoner's body and if necessary to forward him with a report of the facts to the nearest magistrate having jurisdiction. In December 1913 definite instructions were issued, with the approval of the Secretary of State, that in all cases of serious misconduct, where a sessions court or a court of superior status has recorded its opinion that a specific inquiry is necessary, that inquiry should take place automatically and should be publicly conducted by a commission of two officers, of whom one should have judicial experience and neither should belong to the police department, unless the case is ready to be placed at once before a criminal court in the ordinary way. In June 1911 the Government of India, with a view to preventing the improper treatment by the police of prisoners in their custody, instituted inquiries as to the safeguards in the way of inspection by superior officers, etc., exercised in the case of lock-ups where the investigating police are in direct charge or where the guard is furnished by the police. The Government of India approved generally the conclusions arrived at and the action proposed to be taken by local Governments. Finally, the subject of the recording of confessions of accused persons before their trial and the use of such confessions as evidence against them was exhaustively discussed with the Secretary of State and local Governments, with the result that it was finally decided, with the Secretary of State's approval, to make no change in the direction of excluding from the evidence admissible against an accused person a confession made by him to an experienced magistrate, but to provide that the record of such confessions should be made by fully competent authority, in a complete form and in circumstances which as far as possible precluded the suggestion that improper inducements were offered to the prisoner with a view to persuading him to make a statement.

PENAL.

Jail Administration. The record of jail administration during the period covered by this summary was uneventful, and no considerable modifications were introduced in the existing system. This does not imply that the policy adopted was one of stagnation. On the contrary, progress in at least two important directions was achieved by several of the local Governments. In the first place, the institution of jails on the Borstal system for young convicts in the Punjab, Bengal, and elsewhere, marked a very desirable advance in the vital matter of the reformation of criminals, as did also the establishment by the Salvation Army, with the assistance of the local Government in each case, of reclamatory industrial and agricultural settlements for criminal tribes in Madras, Bombay, the United Provinces, and the Punjab. Further, experimental reforms in the system of dieting of prisoners, which had been the subject of a lengthy investigation and report by Major McCay, I.M.S., were introduced on the basis of his recommendations in Bengal, Bihar and Orissa, and the United Provinces. The Madras Government had independently effected changes of the same nature in the dieting of prisoners in that Presidency.

The Home Member's visit to the Andaman Islands, and Resolution in the Imperial Council to appoint a Jail Committee.

It was, however, only the outbreak of war that postponed an exhaustive investigation into the jail question in India. In November 1913 the Hon'ble Member in the Home Department (Sir R. Craddock) visited the Andaman Islands on a tour of inspection, and embodied the result of his inquiries in a minute in which he advocated not only a scheme for the reorganization of the convict settlement, but also certain radical changes

in the entire penal system of India. In February 1914 a resolution urging the appointment of a Commission "to investigate the whole subject of jail administration and to suggest improvements in the light of the experiences of the West" was moved in the Imperial Council by an unofficial member, Mr. Rama Rayanagar, and accepted by Government. The Secretary of State readily agreed to the proposal, and the constitution of the Committee was under consideration by the Government of India at the outbreak of war. The matter is now indefinitely postponed, but the Government of India proceeded to deal with a number of detailed reforms which had been suggested as temporary improvements in the existing Andamans system.

By the decision to appoint a Deputy Superintendent in resident charge of the Nicobars an attempt was made at systematic administration of these islands. Since their annexation in 1869 the islanders had been left largely to themselves, the only Government officials being the two agents at Car Nicobar and Camorta, who are armed with no executive powers. The recent rise in the commercial value of cocoanuts, in which the islands are rich, has led to the exploitation of the Nicobars by unscrupulous traders. In addition to setting the future administration of the islands upon a sounder basis the Government of India introduced two amending regulations with the object of safeguarding the inhabitants against the depredations of the traders. Firstly, the residential and trading license rules were revised so as to bring the traders under stricter control, and secondly, a simple civil procedure was provided for settling disputes between traders and the natives.

MEDICAL.

One of the last acts of Lord Minto's Government was to address a despatch Indian Medical Service. to the Secretary of State on the important questions of the steps to be taken to promote the growth of an independent medical profession in India, and the proposed limitation or reduction of the civil cadre of the Indian Medical Service. They asked for recognition of the principle that for administrative and other reasons the question of the strength of the civil cadre of the Indian Medical Service should be treated entirely apart from any steps that might be taken to promote the growth of the unofficial medical profession. They indicated several independent means by which Government could further the latter object, and asked for a withdrawal of Lord Morley's decision that no further increase in the civil cadre of the Indian Medical Service should be allowed. Lord Crewe, in replying to the despatch on the 22nd November 1912, expressed himself in general agreement with these conclusions, subject to any reconsideration which the report of the Public Services Commission might necessitate. His Lordship consented to withdraw the orders restricting the future growth of the civil cadre of the Indian Medical Service, and while holding that the service should be confined to the military needs of the country, he recognized at the same time that a large proportion of civil posts were such as could not in time of stress be safely entrusted to others than members of a trained and disciplined service. All proposals, therefore, for future addition to the civil cadre of the Indian Medical Service would be considered on their merits, but would be subjected to the closest scrutiny. A further communication from the Government of India was sent on the 5th March 1914, and in July 1914 the correspondence was published with the Secretary of State's approval.

The subject of the establishment in Calcutta of non-official medical schools improperly equipped and inadequately staffed, which were turning out numerous students with high-sounding degrees designed to be imitations of those granted by the University, had been under discussion since 1908 when the local Government recommended that legislation should be undertaken. Some-what later a draft Bill for the registration of medical practitioners was submitted by the Government of Bombay in October 1909 and passed in May 1912, subsequent to which under the control of the Medical Council provided by their Act, a College of Physicians and Surgeons was created to appoint examiners and grant diplomas to medical practitioners who had not the means to obtain a University degree. The policy of registration commended itself to the Government of India, who were further of opinion that the time had come to legislate against unrecognized degrees. They

addressed local Governments accordingly in a letter dated the 23rd May 1913, asking for their views, and suggesting the introduction of a Registration Act and the creation of a Medical Council in each province. By the time that the replies had been received Bengal and Madras also had passed Registration Acts, and eventually all provinces proceeded to initiate similar legislation. An Imperial Bill for the penalization of unrecognized degrees was introduced with the approval of the Secretary of State on the 15th September 1915, and passed in March 1916.

Organization of the
Women's Indian
Medical Service.
Hospital and
Training School
for Women at
Delhi.

The Countess of Dufferin Fund was established in 1885 with the object of co-ordinating the efforts of the then existing charitable institutions for the supply of medical aid to women, and of organizing new institutions of the same nature both in British India and in Native States. In 1911 and in 1912 deputations of English ladies waited upon the Secretary of State and submitted schemes for replacing the existing arrangement, the administration of which they attacked, by a Women's Indian Medical Service. Before the views put forward by the second deputation were communicated, the Government of India in a despatch dated the 12th September 1912, expressed the opinion that no scheme for the creation of a Women's Indian Medical Service, analogous to the Indian Medical Service, was either practicable or necessary, and that it would be a mistake to abandon the existing agency of the Dufferin Fund, which was shown to be doing excellent work. At the same time they asked for sanction to subsidize the Dufferin Fund (or as it is also called the National Association for supplying female medical aid to the Women of India) to the extent of R $1\frac{1}{2}$ lakhs per annum. On receipt of the proceedings of the second deputation, the whole subject was again considered. The main points suggested by the Secretary of State were :—

- (a) That a properly equipped and graded medical service should be created in India.
- (b) That definite rules should be laid down governing such a service in respect of leave and pension.
- (c) That an efficient system of supervision of women doctors by women should be organized.
- (d) That provision should be made in this country for the training in medicine of women by women.
- (e) That an adequate representation of medical women by medical women should be accorded on the different councils, boards, and all other governing bodies under whom women work.
- (f) That a system of registration of medical practitioners should be introduced.

The Central Committee of the Dufferin Fund accordingly evolved a scheme for the constitution of an organized Women's Medical Service working under the National Association. This scheme met the first three suggestions referred to above. The fourth had been anticipated by the initiation at the instance and through the efforts of Her Excellency the late Lady Hardinge of the important Medical College and Hospital for Women and Training School for Nurses at Delhi. Steps were taken to give effect to the fifth suggestion by making arrangements for the adequate representation of medical women by medical women on the central and provincial councils of the National Association. As regards registration legislation was already in process to secure this object. The Government of India replied as above to the Secretary of State in a despatch dated the 21st March 1913, and renewed their request for sanction to the subsidy. This the Secretary of State accorded in a despatch dated the 6th June 1913. Meanwhile, great progress had been made with the scheme for the Medical College and Hospital and School for Women at Delhi, no less than 15 lakhs of rupees having been promised by Ruling Chiefs and others towards the proposal on the condition that Government would subsidize the institution by an annual grant equal to the estimated cost of maintenance less any income from endowments. It was anticipated that a grant of one lakh of rupees per annum would be necessary, and in September 1913, the sanction of the Secretary of State was obtained to this provision. The building was actually opened by His

Excellency the Viceroy on the 17th February 1916, since when other generous private donations have been made to the scheme.

The foundation of two important provincial medical institutions calls for Provincial medical institutions.

The establishment of a School of Tropical Medicine for India had been advocated since the beginning of 1910, as a means of promoting scientific research in tropical diseases in this country, and of ending the existing anomaly that medical officers and private practitioners in India should have to go to such places as Liverpool and Greenwich for the study of tropical disease. In July 1910 the Government of India had addressed the Government of Bengal proposing the establishment of such a school at Calcutta, and suggested that a beginning should be made on a small and unpretentious scale by the institution of a post-graduate course in tropical medicine at the Medical College in that city. The Government of Bengal readily accepted the proposal, but intimated that an expansion of the Medical College buildings to accommodate laboratories was already necessary, and they proposed that the new buildings required for a School of Tropical Medicine should be joined with that scheme. Eventually, the Secretary of State's sanction was communicated in a despatch dated the 19th September 1912, to the following proposals :—(a) the construction of a School of Tropical Medicine and of biological laboratories, and (b) the assignment of additional teaching duties in connection with the school to the Principal of the College, and to the Professors of Pathology and Biology, with the grant to them of allowances for the work. But the scheme rapidly outgrew these proposals. In June 1914 the Government of Bengal represented that, owing to the great recent expansion of the Medical College and to the revision of the University Regulations involving a more elaborate course for the M. B. examination, the professors of the college could no longer be expected to find time for teaching in the new Tropical School. Moreover, the original proposal for a post-graduate course in tropical medicine had already developed into a scheme for a fully equipped school with facilities for every kind of research and instruction. The laying of the foundation stone of the school in February 1914 had aroused enthusiasm and anticipations not merely in India but in many other countries concerned or interested in tropical diseases. The Government of Bengal, therefore, concluded that it was imperative to provide the new school with a whole-time staff. The Government of India accepted that view, and recommendations giving effect to it were laid before the Secretary of State. Meanwhile, the estimated cost of construction of the school received the latter's sanction in September 1914.

The scheme for the construction of a Northern India Lunatic Asylum for Europeans at Ranchi had been under consideration since 1904, but for various reasons had made little progress. Eventually, however, the Government of Bihar and Orissa submitted estimates to which administrative sanction was given, the cost being taken as an Imperial charge. The work is now in progress.

POLITICAL.

In November 1910 the situation was one of much political unrest. Political situation. Violent anti-Government agitation, the formation of revolutionary associations, riots, and outrages against Government servants, so-called "political" dacoities, a persistent press campaign of sedition, and attempts to corrupt the minds of schoolboys and students had been constant features in the previous administration. The hands of authority had been strengthened by the assumption of special powers, but although these had rendered possible a stricter control over some aspects of the seditious movement, they had by no means put an end to it.

Politically, Lord Hardinge's period of office in connection with the Home Department may be conveniently viewed in four terms; namely, that which preceded the Royal Visit and the Delhi Durbar; that which succeeded those notable events up to the time of the attempt upon the Viceroy's life; the period subsequent thereto but prior to the war, and the final twenty months during which the war has overshadowed every other event in importance, and influenced every side of Indian life. Each of these terms has had a certain general character of its own, differentiating it from the rest.

School of Tropical
Medicine at
Calcutta.

The seditious
campaign,
November 1910—
December 1911.

The first term (23rd November 1910—12th December 1911) saw the end of various important criminal and civil proceedings initiated in the time of Lord Minto, and a continuation of seditious outrages, more particularly in Bengal. Thus in December 1910 the Nasik (Bombay) conspiracy case—the sequel to the murder of the Collector, Mr. Jackson—terminated in the conviction of 27 persons; the Pandharpur (Bombay) bomb case closed with the punishment of 9 accused; in the Khulna-Jessore (Bengal) gang case, on the tender of a plea of guilty the Crown did not press the case, and an order only was passed binding over the accused to come up for sentence thereafter when required; the Howrah (Bengal) gang case concluded with the acquittal or discharge of 38 out of 46 men committed for trial; the prosecution of certain persons accused of tampering with the loyalty of the 10th Jats regiment in Calcutta broke down; in the Dacca conspiracy case the Sessions Judge sentenced 36 out of 44 accused, and the Midnapore civil suit, in which the District Magistrate and two police officers were sued in respect of action taken by them in connection with an alleged seditious conspiracy, resulted in a decree for damages against all defendants. (This decree was reversed on appeal in August 1912, thus clearing the reputations of the Government servants concerned and bringing to a close a most protracted and regrettable litigation). The conclusion of these lengthy prosecutions tended to clear the political atmosphere and to pave the way for the restoration of improved conditions, while the action of the Crown in the Khulna-Jessore gang case was welcomed as an earnest offer on the part of Government to condone the past on a promise of future amendment. Quiet, however, had not yet come to Bengal. During 1911 various political dacoities (the term is conveniently used as implying dacoities committed by men not ordinarily of the professional criminal classes, as a part of the seditious campaign) took place in Eastern Bengal and Assam, and the seditious party murdered in revenge three police officers in Calcutta, Mymensingh, and Barisal, respectively, and a witness in the Dacca conspiracy case. A bomb, which fortunately failed to explode, was thrown in Calcutta into the motor-car of an officer of the Public Works Department, who was mistaken for a prominent police official, and Mr. Ashe, the Collector of Tinnevelly (Madras), was shot dead at a local railway station. On the other hand, the tone of the press, thanks to the control permissible under the Press Act of 1910, was more restrained and prosecutions were few.

Of this period it may be said that in India as a whole the conciliatory measures associated with the scheme of Council Reform, coupled with the preventive action of the preceding years, were beginning to bear fruit. Outrages still disgraced the record of Bengal, but elsewhere (apart from the Tinnevelly murder) there were signs of better things. The celebration of Their Majesties' Coronation in London and the anticipation of the Royal Visit to India were already making themselves felt in a genuine desire of the vast majority of the people to demonstrate their devotion to the Crown, and latterly the activities of the seditions section were discouraged by the manifestations of loyalty which were visible on all sides, and which were a truer index to the general feelings of the country than the criminal acts of a minority of malcontents. The amendment and permanent enactment of the Seditious Meetings Act were evidence, however, that the Government of India were determined to prevent the recurrence of an earlier state of affairs, while the adoption of improved administrative methods formed the subject of anxious personal conference with officers of Bengal and Eastern Bengal and Assam.

The Delhi Durbar
and its after effects.

The Delhi Durbar was held on the 12th December 1911, and was followed by the different incidents of the Royal Visit which are elsewhere described. The presence of Their Majesties among Their Indian people and Their gracious utterances on different occasions had an admirable effect upon the political atmosphere, and inaugurated the second period of Lord Hardinge's Viceroyalty (12th December 1911—23rd December 1912) under the happiest auspices. The territorial redistribution in Bengal removed the ground of agitation which had been afforded by the original Partition, and, indeed, it seemed at last that the bitter incidents of recent years were to give place to the peaceful development of the country characteristic of British administration.

Throughout the greater part of the year this expectation was realized. Dacoities still continued in Bengal, but were less numerous than in other years. The Tinnevelly conspiracy case, resulting from the murder of Mr. Ashe, ended in the conviction of 9 out of 14 accused, and there was a satisfactory absence of other sensational prosecutions. In July some excitement was caused in Assam by an attack on the police engaged in executing a search warrant in an institution known as the Arunachal Asram, the founder of which had been active in Assam since 1908, and the doings of whose disciples had previously attracted the attention of the authorities. Another exhibition of lawlessness, which was not without political significance, was the murder of the Mohunt of Sitakund at Chittagong, who was shot dead with an automatic pistol by a respectable Hindu youth.

However, such isolated incidents were not numerous, but a more important political development, which attracted attention at this time, bore reference to the state of feeling among Muhammadans. Events in Morocco and the outbreak of war between Turkey and Italy in 1911 were naturally disturbing to those interested in the future of the Moslem world, and resulted in some strain and heat among Indian Muhammadans who, for instance, hoped for more active intervention on the side of Turkey by the British Government. Meetings of sympathy with Turkey were held, and funds were subscribed to Red Crescent Funds and kindred objects. The modification of the Partition of Bengal was not viewed favourably by certain sections among Muhammadans, and events in Persia in 1911-12 tended to increase the tension, though a speech delivered by Lord Hardinge in Council in March 1912 had a soothing effect. The matter continued to be carefully watched, and in July 1912 the Lieutenant-Governor of the United Provinces (Sir John Hewett) submitted a careful review of the local situation which, in his opinion, was full of anxiety. Reports were called for from other local Governments, which corroborated the existence of considerable unrest, particularly in the Punjab and North-West Frontier Province, in which (along with the United Provinces) the most important Muhammadan centres lay. This was fostered by a sudden boom in Muhammadan journalism and the starting of a large number of new papers which pandered to sensationalism. The most conspicuous example was the *Zamindar* of Lahore, from which it was found necessary to demand security. The prevailing discontent had not as yet assumed a definite anti-Government tinge, but the impression was growing, and was being carefully fostered in some quarters, that the interests of Christianity and Islam were in serious conflict. The general conclusion arrived at by Government was that the position was undoubtedly delicate and called for the utmost vigilance in detecting fresh developments, but they were satisfied that so far it was well in hand. The opening of the Balkan war in October 1912, introduced another grave factor and helped to perpetuate a state of affairs which the Government of India viewed with considerable uneasiness.

Towards the close of the year, however, the doings of the seditious party in Bengal again came into prominence. In September a constable was shot dead in Dacca, a serious political dacoity occurred in the same district in November, a bomb was thrown into the house of an informer at Midnapore, and matters culminated on the 23rd December when a bomb was hurled at Lord and Lady Hardinge, as they were proceeding on an elephant along the Chandni Chowk at Delhi in the State procession, with which the inauguration of the new Capital was being celebrated. The explosion seriously injured the Viceroy and killed a *chobdar* who was seated immediately behind him. Another servant was also hurt, while one person was killed and others injured in the crowd.

This nefarious outrage brought to a gloomy end a year which, apart from dissatisfaction among Muhammadans (due primarily to causes for which the Indian Government were not responsible), had been one of hopefulness.

The ensuing nineteen months (23rd December 1912—4th August 1914) immediately preceding the war were troubled and anxious. The seditious sections in Bengal were active and daring, while determined efforts were made to link up their methods throughout Northern India; a serious conspiracy was discovered in Delhi and the Punjab, with ramifications in the Native States of Rajputana; the turmoil in the Muhammadan world continued; the open

revolutionary movement initiated on the Pacific Coast of America, which was to play so prominent a part after hostilities had commenced, first made its appearance, while the difficulties connected with Indian emigration to Canada favoured its propaganda, sent a wave of unrest over the Punjab, and led to most unfortunate results. Lord Hardinge mercifully recovered from his wounds, but was called upon to face a time of severe stress, which inevitably grew in intensity after war had been declared.

*Continuance of
seditionist activities,
December 1912—
August 1914.*

Early in the year 1913 it was deemed desirable to effect an amendment of the Criminal Procedure Code with the view of strengthening the law on the subject of conspiracy, and subsequent events fully justified that step. During this year no less than eleven major outrages occurred in which inspectors of police, constables, and informers were murdered in the most cold-blooded manner by bombs and revolvers, and an unsuccessful attempt was made on the life of Mr. Gordon, Sub-Divisional Officer of Maulvi Bazaar in Assam.

Important seizures of arms and explosives included the discovery of a bomb in the Burdwan district in April 1913, of pistols at Sibpur (Bengal) in September, and of explosives in Sylhet (Assam) in November, while in a raid on certain houses in Calcutta in May 1914 much seditious literature and a book on the manufacture of bombs were found. A new departure during this time was the despatch of letters containing explosive substances to various persons, mostly in Bengal, who had attracted the attention of the seditionists ; among the recipients were Government officers, prominent Indians, and editors of newspapers ; fortunately, the harm done was slight, and latterly this method of assault has been discarded, probably as too uncertain in its results. Dacoities in Bengal were a constant feature of this period, but important convictions were secured in January 1914 against twelve persons in the Barisal conspiracy case.

*The situation in
Bengal and the
District
Administration
Committee.*

It will be observed that the majority of the occurrences chronicled above concerned Bengal, and in February 1913 the Government of India called for the views of the local Government on the whole situation. These were received in March, and the conclusion was accepted that there existed, at all events in the eastern parts of the Presidency, a wide and carefully organized conspiracy, the ulterior object of which was the violent destruction of British rule. The methods adopted were dacoity for the double purpose of procuring money and arms, and of intimidating the people ; the assassination of informers and obnoxious officials ; the sedulous corruption of schoolboys, students and teachers ; and the seduction of troops. In view of these facts the Government of India addressed the Governor in Council in May 1913, and in so doing dwelt upon the various methods by which the administration could be strengthened ; these included the improvement and better armament of the police ; the completion of the scheme of river police, which had long been pending ; the reinforcement of the Criminal Investigation Department ; the enrolment of a stronger village watch ; the better control of schools ; and the exercise of closer supervision over the press and the administration of the Arms Act. But the Government of India laid greatest stress on the need of thorough inquiry into the conditions which had produced the existing state of affairs, in which men of respectable parentage were openly taking to crime, and into the adequacy of the administrative machinery to deal with the problems with which they were faced. All these matters formed the subject of further correspondence, and in October 1913, the Bengal Government appointed a committee of four members, under the presidency of the Hon'ble Sir E. V. Levinge, Member of the Executive Council of Bihar and Orissa, which included Civilian representatives from the United and Central Provinces respectively. The terms of reference were as follows :—

“ To examine the conditions prevailing in the districts of Bengal ; to compare them with those existing in other provinces (more particularly in those areas in which the land revenue is permanently settled), and to report in what respects the administrative machinery can be improved, whether by the reduction of inordinately large charges, by the creation of new subordinate agencies, or otherwise, with the special object of bringing the executive officers of Government into closer touch with the people.”

The committee submitted a valuable report in May 1914, and its recommendations have since been occupying the attention of the local Government. Independently of this inquiry the Government, in November 1913, posted two battalions of Indian Infantry to various centres in Eastern Bengal with the object of strengthening the hands of the local authorities and relieving the police of guard and escort duties. The subsequent exigencies of the war have led to the withdrawal of this force which was more urgently required elsewhere.

Meanwhile, in February 1914, the Bengal Government submitted proposals for further legislative action which, in their opinion, the situation demanded. These were the subject of anxious consideration, and in March 1914, the whole position was represented at length to the Secretary of State. Lord Crewe's reply was received in September 1914, and communicated with the remarks of the Government of India to Bengal. By that time the war had, of course, intervened, and materially affected the whole position. For the present, therefore, the question of what may be required when peace is restored stands in abeyance.

The problem of dealing with sedition in Bengal cannot, therefore, be said to have been solved, but during the particular period under review various discoveries by the police ended in prosecutions which, apart from their intrinsic gravity, revealed much that was previously unknown and threw a fresh light upon the whole working of the seditious party.

In the first place seven persons were arrested in Calcutta in November and December 1913 and in January 1914 in what was known as the Raja-bazaar bomb case. The principal accused was in actual possession of implements for the making of bomb cases and of cases in various stages of completion; the allegation of the prosecution was that the remaining six were members of the conspiracy. Six were committed for trial of whom five were convicted, although all but the principal accused were subsequently acquitted on appeal by the Calcutta High Court.

To that extent the final result was unsatisfactory, but in the course of investigation, clues were obtained which led to house searches at Delhi and Lahore in January 1914, and the detection of an extensive and dangerous conspiracy. In the final result, out of eleven accused, four persons were sentenced to death, one to transportation for life, and two to long terms of imprisonment. The trial disclosed the full bearing of the activities of the two most sinister figures in the modern history of Indian sedition—Har Dayal, an ex-State scholar, educated at Oxford, who since at least 1908 has been vigorously preaching the liberation of India by revolutionary means and is the author of the *Ghadar* movement, to which more detailed reference will be made later; and Rash Bihari Bose, once a clerk in Government service, but now a fugitive from justice, who in recent times has been the heart and soul of a widespread plot to overthrow British rule. Corrupted by these two men, and Amir Chand, a schoolmaster at Delhi, to whom Har Dayal entrusted his mission when he left to pursue a more open campaign in America, a determined conspiracy was formed to link up Bengal, the United Provinces, and the Punjab (with ramifications in the Rajputana States) in a continuous attempt to subvert the administration by overt acts of violence and the distribution of inflammatory literature. Bloodthirsty leaflets were distributed freely; the bomb explosion at Lahore of May 1913 was the handiwork of this gang, while a bomb cap and literature of an atrocious kind were found in Amir Chand's house at Delhi. That the attempt upon the Viceroy's life at Delhi was the work of members of this conspiracy was not set out by the prosecution as part of their case, nor could it be legally proved, but facts were established which were consistent with that theory, and which, in the words of the Sessions Judge, were at least "interesting coincidences." The importance of the conspiracy lay in the revelation of the arch-plotters Har Dayal and Rash Bihari; the discovery of concerted efforts to extend Bengal sedition to Upper India; the virulence of the propaganda, and the deplorable corruption of youth towards its ends.

The Kotah and Arrah murders.

As an echo of this conspiracy and its branches reference may here be made to two cases of murder of 1912 and 1913, respectively, which were discovered in the course of the inquiries made about this time. The first occurred at Kotah and the second at Arrah (Bihar and Orissa), the motive in each being similar, namely, the procuring of funds for revolutionary purposes. It is satisfactory that at least some of those concerned were brought to justice in October 1914.

Muhammadan politics.

The ferment in Muhammadan circles showed little signs of abating and the Governments of Bengal (in April) and of the United Provinces (in September 1913) both found occasion to invite the attention of the Government of India to the subject. The latter report may be taken as typical of the feeling in Northern India where Muhammadan sentiment is strong, and the Lieutenant-Governor emphasized the increasing bitterness resulting from the Balkan war, the Turkish defeats, certain pronouncements in London as to England's attitude, and the reports of atrocities which were sedulously circulated. The prohibition in July of one such pamphlet entitled "Come over into Macedonia and help us" was the occasion of a somewhat sensational application in the Calcutta High Court, which, although it was rejected, gave a handle to the opponents of the Press Act to urge their views. The conduct of certain sections of the Muhammadan press continued to be unsatisfactory, particularly in the Punjab, United Provinces, and Bengal, and necessitated restrictive measures. The All-India Muslim League in March 1913 strongly reprobated the speeches of certain Cabinet Ministers, and in April there were two regrettable outrages on Christian cemeteries at Moradabad and Rampur. The reports of the Red Cross Mission under Dr. Ansari (which had left India for Turkey in December 1912) were instrumental in adding to the excitement. The signing of the Treaty of London on the 30th May 1913 did not allay feeling, while the subsequent reoccupation of Adrianople substituted jubilation for despondency. This state of mind tinged the discussions of all topics in which Muhammadans were interested, such as the affairs of the Aligarh College, the projected Muslim University, cow-killing, and the relations between Hindus and Muhammadans, and much acrimony was displayed between the older and younger parties. Between March and May 1913 a new society entitled the Khuddam-i-Kaaba was originated from Lucknow under the auspices of Abdul Bari, a Lucknow *maulvi*, Mushir Hussain, a Lucknow barrister, Muhammad Ali, the editor of the Delhi *Comrade*, the tone of whose paper left much to be desired, and Shaukat Ali, a brother of the latter, who had once been in Government service. The ostensible object of the Society was the protection of the Muhammadan Holy Places, but its rules and propaganda were calculated to lend themselves to political agitation, and the subsequent formation of various branches has not eased the situation.

The Cawnpore riot.

Such was the state of affairs when a riot occurred at Cawnpore on the 3rd August 1913, which afforded an unfortunate excuse for raising the cry of an insult to Islam. In the course of certain municipal road improvements it was decided to acquire a portion of the courtyard of a mosque in the Machhli Bazaar which comprised a place of ablution and a masonry drain. For some years previously the propriety of the acquisition had been the subject of discussion between those interested in the mosque and the municipal board, and the special consideration shown in November 1912 to an adjacent Hindu temple, which was spared from acquisition, probably rendered the Muhammadans more insistent as regards the mosque. After protracted negotiations, the Lieutenant-Governor (Sir James Meston) passed orders on the 6th May 1913 that, while no interference with the mosque was contemplated, the washing place was not considered part of the sacred building, and should be removed, another plot of land being given in compensation. The actual demolition took place on the 1st July 1913 without disturbance, but an agitation, largely fomented from outside Cawnpore, at once arose. On the 3rd August, after a public meeting, a crowd marched to the site with the apparent intention of rebuilding the destroyed portion. The police intervened, and a mêlée ensued in the course of which the police fired, with the result that 18 rioters were killed and 27 wounded; one constable was also killed and 41 wounded. Criminal proceedings against the rioters followed, and on the 2nd and

6th September 105 persons were committed to take their trial at the Sessions. Meanwhile, the agitation redoubled and extreme bitterness was engendered, constituting a most serious complication in a situation already superheated with excitement. The Muhammadan press all over India became extremely violent, necessitating action in several instances, of which the most conspicuous examples were the *Zamindar* and *Habib-ul-Matin*, whose security was forfeited, and the *Al Hilal*, from which security was demanded. After consultation with the officiating Lieutenant-Governor, Sir D. C. Baillie, Lord Hardinge decided that it was imperative that this cause of controversy should be removed, and on the 13th October he inspected the scene of the riot and interviewed various leading Muhammadans. Later on the same day, a deputation of the latter presented an address regretting the disturbance of the peace and condemning the action of the law-breakers, and with an expression of loyalty to the Crown they left the decision in His Excellency's hands. Lord Hardinge, after reaffirming the consistent policy of Government towards Indian religious beliefs, expressed his earnest desire that peace should be restored, and gave his decision that an arcade should be constructed over the land in dispute, thus securing space for the pavement below and restoring, on a higher level, the relative positions of the buildings pertaining to the mosque. Further, while condemning the action of those who had been guilty of violence, he emphasized his wish to show mercy and to see the sad incidents of the riot buried in oblivion. His Excellency accordingly announced that as an act of clemency, and with the concurrence of Sir James Meston and Sir D. C. Baillie, the criminal proceedings would be stayed, and this was done the same day.

The Viceroy's action, coupled with a sympathetic review by him in the September Session of the Legislative Council, served materially to ameliorate the situation, and with the restoration of peace in the Balkans the tension of the preceding months was much relieved. It could be generally stated that as a whole the state of Muhammadan feeling from now onwards till the war manifested a return to greater sobriety of thought and expression.

It will be convenient to mention here an incident which actually occurred after the outbreak of war, but which had its origin in circumstances *Komagata Maru* case preceding it.

The question of the emigration of Indians to British Dominions generally loomed large during Lord Hardinge's administration and is dealt with elsewhere, but the particular restrictions existing in Canada led to serious consequences within India itself. Without entering into details, it is sufficient to say that such restrictions exist, but towards the end of 1913 a rumour prevailed, particularly in the Far East, that they were about to be relaxed. One Gurdit Singh, a Punjabi, who had worked as a contractor in the Far East, appeared in Hong-Kong in January 1914, and by advertisement collected a number of Sikhs, who were under the impression that he would be able to secure their entry into Canada. A steamer, the *Komagata Maru*, was eventually chartered, and leaving Hong-Kong on the 4th April, reached Vancouver on the 23rd May with 376 passengers on board, all, except 25 Muhammadans, being Sikhs. Thereupon a deadlock ensued. The Canadian authorities refused to allow the immigrants to land and after prolonged negotiations, litigation, and an actual encounter with the police, the *Komagata Maru* weighed anchor on its return voyage on the 23rd July. By this time the passengers were in a very dangerous frame of mind. Many were obsessed with an exaggerated idea of their own power, full of disloyal and seditious theories inculcated by revolutionary leaders, intensely irritated at the treatment meted out to them, and ready for any mischief. The authorities at Hong-Kong declined to allow the boat to touch there, but it eventually reached Kobe on the 21st August, where Gurdit Singh untruly represented the party to be entirely destitute. The Consul-General at Kobe telegraphed to India that the only possible solution was to repatriate the men at the public expense, and the Government of India, which was then unaware of many facts regarding the voyage, considered it desirable to accede to this recommendation and not to leave a large number of destitute Sikhs stranded in a foreign land. The Consul-General accordingly supplied funds, and on the 27th September the

vessel reached the Hughli, having then 321 passengers on board. By that time, in consequence of the war, the Government of India had deemed it necessary to arm themselves by the Ingress into India Ordinance with special powers to control the movements of new arrivals, and with authority so given a party of civil and police officers boarded the boat (which reached Budge-Budge on the 29th September) with instructions to convey the passengers to the Punjab. On arrival at the quay the Sikhs declined to disembark, but eventually did so, when after an abortive attempt to march on Calcutta they opened fire upon the police, and provoked a riot in which unfortunately a considerable loss of life occurred, while many of the Sikh passengers and police were injured, before the disturbance was quelled. Two hundred and eleven persons were arrested, while 28 (including Gurdit Singh, who has never since been traced) escaped. Of these a few were arrested later.

On receipt of intimation of this deplorable occurrence, in which the Punjab was as much interested as Bengal, the Viceroy decided that a full investigation was called for, and His Excellency accordingly appointed a committee with the Hon'ble Sir W. Vincent, Secretary in the Legislative Department, as Chairman, comprising two officials and two Indian non-officials, to inquire into all the circumstances of the affair. That body submitted its report on the 3rd December. Its findings fully justified the action of the Government officials. It was shown that their well-meant efforts to assist the Sikhs were misunderstood, and that the latter had resorted to violence which necessitated forcible measures of repression. The Government of India accepted these conclusions, but decided that further criminal proceedings were inexpedient. The men were accordingly despatched as soon as possible to the Punjab, and either released or dealt with there, as circumstances required under the Ingress into India Ordinance.

The War.

War was declared between Great Britain and the German and Austro-Hungarian Empires on the 4th and 12th August 1914, respectively, and from thence onwards became the dominating factor in the situation. Throughout this period of stress the attitude of India, as a whole, was one of steadfast loyalty and confidence in the ultimate success of the British cause. In numerous ways this spirit was demonstrated from the eagerness to respond to the call to arms and most generous contributions towards the forces in the field, to manifold and influential declarations of the unity of British and Indian interests, and a real desire on all sides to refrain from action likely to lead to controversy and disagreement. A summary like the present is primarily a chronicle of events rather than an appreciation of political thought and tendencies, and if, in the subsequent, paragraphs reference is made to untoward incidents of an anti-Government character, this striking and outstanding fact of Indian loyalty during a time of great trial should not thereby be obscured.

The Ghadr conspiracy.

The most difficult developments with which the Government of India were faced arose from what is commonly known as the *Ghadr* conspiracy. In 1912-13, one Bhagwan Singh in Vancouver, and Har Dayal (who has already been mentioned) in San Francisco, commenced the open preaching of an Indian revolution, and the movement spread rapidly among Indian emigrants in the west of America. A Hindustani Association, which subsequently developed into the Hindi Association of the Pacific Coast, with a press named the "Yugantar Ashram," was founded, and the first issue of the *Ghadr* (mutiny) newspaper appeared on the 1st November 1913. In the words of the Lahore *Tribunal* it was "a paper of a violent anti-British nature, playing on every passion it could possibly excite, preaching murder and mutiny in every sentence, urging all Indians to go to India with the express object of committing murder, causing revolution, and expelling the British Government by any and every means, and holding up to admiration and as examples to follow every seditionist and murderer who sprang into temporary notoriety." Attempts to circulate this paper in practically every centre throughout the world where Indians congregate have since been reported, while naturally circulation in India itself was sedulously essayed. Meetings in America were continuous between December 1913 and August 1914, and the *Komagata Maru* incident was eagerly seized upon. Emissaries to India were sent in advance, and from August 1914 onwards the regular shipment of recruits to the revolutionary

cause began in accordance with a prearranged plan. Under the Ingress into India Ordinance some of these were interned and others restricted to their villages, but many passed through while others broke parole. Under their instigation, in alliance with the local elements of disorder, outrages soon commenced in the Punjab, comprising murders, gang dacoities, and robberies, a common feature of which was the reckless use of arms and explosives. Without attempting an enumeration of details, a report received from the Punjab Government, dated the 25th February 1915, gave particulars of no fewer than 24 incidents of this kind and 11 attempted derailments of trains. Throughout this time persistent efforts were made to tamper with the troops throughout the cantonments of Northern India, while attacks on arsenals and actual outbreaks were planned; meetings between the conspirators were incessant, the Bengali plotter Rash Bihari Bose appeared on the scene, and fresh recruits were eagerly sought for. All this was to culminate in a general rising planned for the 21st February, for which bombs were prepared, arms and flags made ready, and a declaration of war drawn up. Fortunately, the authorities were on the alert; the conspirators, suspicious of discovery, endeavoured to push forward their scheme for the 19th February, but on that date, their headquarters at Lahore were raided, several persons arrested, and their paraphernalia of arms, etc., seized; on the 24th February a further raid in the same city discovered five bombs. The projected outbreak at Ferozepur on the same night failed, when it was found that the troops were on the alert, while that at Rawalpindi never materialized. By this time, from confessing accused and others the police were in possession of much information; arrests followed and, although sporadic outrages continued, the plot may be said then to have been broken for the time being.

In view of the serious state of affairs disclosed (coupled with the events in the South-Western Punjab and in Bengal described below) the Government of India found it necessary to pass in the Imperial Legislative Council the Defence of India Act on the 18th March 1915, which permitted of the trial of certain offences in notified areas before a specially constituted tribunal whose decision was final. These provisions were extended to certain districts of the Punjab on the 22nd March 1915; of Bengal on the 23rd April and 10th June 1915; to the Balasore district of Bihar and Orissa on the 22nd September 1915; to the Benares district of the United Provinces on the 7th October 1915, and to certain districts in Burma on the 28th January 1916.

After a lengthy investigation into the events that had centred round Lahore, 64 persons were brought before such a tribunal and on the 13th September 1915, 24 were sentenced to death, 27 to transportation for life, and 6 to various terms of imprisonment. After the consideration of memorials presented to the local Government and the Government of India, the Lieutenant-Governor remitted the death sentence in one instance and the Government of India in 16; various reductions in the other sentences were also ordered by the local Government. A supplementary trial was later instituted against further accused, subsequently traced or originally absconding, with the result that six accused were sentenced to death, forty-five to transportation for life and eight to various terms of imprisonment ranging from six months to five years.

The evidence thus disclosed established to the hilt the dangerous character of this widespread plot, and the orders passed disposed of many of the most desperate men implicated. Others, however, remained at large or undetected, and the need for watchfulness in the Sikh districts continued undiminished. Although other outrages occurred (the most daring being an attack on the 12th June 1915 on a military guard over a bridge in the Amritsar district, in which a havildar and sentry were shot and 4 sepoys wounded) they were sporadic only, and thanks to the loyal co-operation of the people generally, there was no recrudescence of any organized movement.

Mention has already been made of the prominence given in the revolutionary programme to the seduction of troops. Nothing happily occurred in India as serious as the mutiny of the 5th Light Infantry at Singapore on the 15th February 1915, but scarcely an important cantonment in Northern India was left unvisited by the conspirators. In the majority of instances their efforts were unsuccessful, but a few men of the 23rd Cavalry at

The Defence of India Act.

The Lahore Conspiracy case.

Attempts to tamper with troops.

Mian Mir and of the 12th Cavalry at Meerut were contaminated and were eventually tried by court-martial. The latter case was specially important in that 10 bombs were actually introduced into the lines; an additional clue to the former case was obtained by the explosion of a bomb in the regimental luggage on the 13th May 1915 while it was being unloaded at a railway station.

On the 28th June two Muhammadan sowars of the 8th Cavalry at Jhansi broke out and caused the death of three officers and one non-commissioned officer, while one officer and one non-commissioned officer were wounded. Though the element of religious fanaticism entered into this case, it was a significant sidelight on the endeavours to undermine the fealty of the Indian Army which, except in a very few isolated instances, remained proof to such temptations.

Disturbances in the Western Punjab.

Another disturbance which troubled the peace of the Punjab arose in January-February 1915 in the Jhang district. The unusually high prevailing prices of food-grains were causing anxiety everywhere throughout India. In this district, beginning with a few cases of raiding of shops, lawlessness rapidly developed into the formation of regular bands of bad characters and the organized pillage of the countryside. This movement soon assumed the character of a racial feud, the victims being almost exclusively Hindus and the aggressors Muhammadans, and spread to the adjoining districts of Muzaffargarh, and, to a less extent, Multan. Prompt measures were taken; troops were marched through the tract and additional officers and police drafted in, with the result that by the middle of March order was restored. Though, doubtless, an echo of the unrest caused by the war and the *Ghadr* conspiracy, this outbreak was not primarily anti-Government, but economic and racial. The offenders were brought before a special tribunal under the Defence of India Act, before whom, in Jhang alone (where 60 dacoities had occurred) 384 persons were convicted.

Seditious outrages in Bengal.

When so much was happening in the Punjab much improvement in Bengal was scarcely to be expected, and the seditious party there lost no time in endeavouring to make the most of the much hoped for weakening of the administration through the war. Throughout the period *bhadralog* dacoities recurred, and in February 1915 occurred two outrages by armed gangs in Calcutta itself, motor-cars being used for the first time by the bandits as a means of escape and large sums stolen. Towards the end of the year 1915 other robberies of this type in the city created considerable alarm. These were unfortunately facilitated by a serious theft of 50 revolvers and 50,000 cartridges from the firm of Messrs. Rodda & Co., of Calcutta, and murderous assaults on the police and on those loyally inclined were regrettably numerous, resulting in the death of a considerable number of victims. The conduct of the police, in spite of the attempts made to intimidate them, has throughout been admirable.

The Balasore case.

The efforts of the police to bring these miscreants to justice were for the most part infructuous, but in September 1915, an affray in the Balasore district of Bihar and Orissa removed certain of the most dangerous leaders. Clues had taken the police to the town of Balasore, whence they traced a hiding place in the jungles of the Morbhanj State. Proceeding there they found their quarry gone, but on the succeeding day a party of five was detected endeavouring to reach the railway and rounded up by the district magistrate and an armed force. The gang (which had previously killed an unoffending villager) promptly opened fire, to which a reply was returned by the police, with the result that two men (both absconding murderers from Calcutta) were killed and three arrested; of the latter, two were subsequently hanged and one sentenced to imprisonment.

Otherwise, the Government of Bengal endeavoured to enforce a stricter control by the restriction of the movements of suspects under the powers conferred by rules issued under the Defence of India Act.

The Muhammadan attitude during the war.

The participation of Turkey in the war in November 1914 placed the members of the Muhammadan community in a still more difficult position than had the earlier troubles in the Balkans, but along with the rest of India they loyally rallied to the side of the Crown. Despite persistent efforts to represent the war as one of religion they stood firm, while a declaration by Government

as to its attitude towards Islam in general and the Holy Places in particular, elaborated by Lord Hardinge personally in various public utterances, served greatly to maintain tranquillity. Against a few prominent agitators only was it necessary to take action. Thus, the movements of the editor of the *Zamindar* newspaper were restricted in October 1914; the security of the *Comrade*, *Hamdard*, and *Al Hilal* newspapers was forfeited in November, while in March 1915 Muhammad Ali and Shaukat Ali were directed to take up their residence in a defined spot and to refrain from political activities. Resort to measures of control was, in fact, less frequent than when the cause of excitement had been less acute. That the feelings of Muhammadans should be wounded by the course of world events was inevitable; that they have loyally assisted the administration in this crisis has been greatly to their credit.

Of much that has happened since the outbreak of war it is impossible now to write; that His Majesty's enemies have made determined efforts in many quarters to destroy the peace of His Indian Empire is known to all, but the disclosure of details at this stage would be inappropriate. It remains only to refer to the particular measures taken by the Government of India to deal with the hostile aliens with whom India was concerned, and the problems which were solely the outcome of the war.

In August 1914 there were to be found in India many subjects of the German and Austrian Empires, some engaged in business and a large number in missionary enterprises which had spread all over the country, but particularly in Madras, Bombay, and Bihar and Orissa. The policy of the Government from the outset was, without imposing needless hardships, to ensure that these people should do no damage to the State. Those within the military ages were sent as prisoners of war to Ahmednagar; all others were registered, travelling without permission prohibited, departure from India restricted to certain ports and dates, and such measure of supervision ordered as the circumstances of individual cases demanded; in some instances, surveillance at their homes sufficed; in others, concentration in civil charge at specified centres was directed. If leniency was found to be misplaced, additional restrictions were imposed. As the war went on, however, circumstances changed. The methods of German savagery engendered feelings of bitterness which could not be ignored, and which were inevitably reflected in the attitude of these enemy foreigners towards the administration. The strain of supervision was intensified and allegations of its inadequacy commenced to be made. With the approval of the Secretary of State, therefore, it was decided to repatriate those of non-military age who were not exempted for special reasons. Individual cases were all scrutinized by local Governments, and permission to remain or to remove to neutral countries given, wherever fairness justified that course. In the final event, 891 persons were transferred to Europe in two voyages of the S.S. *Golconda*, leaving in India, but still under the surveillance described above, 117 men, 333 women, and 146 children.

The question of German and Austrian missions occasioned much anxious consideration. The Government of India were fully conscious of the good work done by them in many areas, more particularly among the backward races, and of the part played by them in such philanthropic activities as education and medical relief. Summarily to close all such missions would merely have put many of His Majesty's subjects to inconvenience, and it was at first trusted that the measures indicated above would suffice. This hope, however, was not realized. Complaints of mischief done among mission converts made themselves heard, and in June 1915 it was decided that all financial assistance given to those bodies from public revenues (some Rs 2 lakhs annually in all) should cease after reasonable notice. For the conduct of the work of these missions local Governments made such arrangements as were appropriate, while the members of the missions were brought under the general repatriation scheme already described. The important subject of the future of German and Austrian missions after the close of the war is still under discussion with the Secretary of State.

With regard to Turkish subjects a somewhat different policy was adopted. These fell within two main categories—a small minority of European Turks

Treatment of
hostile missions.

Treatment of
Turkish subjects.

and a considerable number of Asiatic Turks, many of whom were harmless and, in fact, of anti-Turkish sentiment. All were alike placed under restriction when Turkey became embroiled, and the European Turks were repatriated as soon as possible; over the rest such control was exercised as suited each individual case.

Treatment of Bulgarian subjects.

The number of Bulgarian subjects in India was insignificant, and no difficulty was experienced in exercising adequate supervision over them.

Control of the press during the war.

Other important war questions which occupied attention were the prevention of the improper publication of war news and the dissemination of correct information regarding the war. The former fell within the sphere of the Military Censorship, assisted by the Naval and Military News (Emergency) Ordinance, which Lord Hardinge promulgated in August 1914. On the civil side, however, officers were appointed to act as informal press advisers to those newspapers which might desire to consult them regarding particular articles or messages, and in a varying degree advantage was taken of this scheme.

Dissemination of war news.

Towards the correct instruction of the public in the origin, history, and progress of the war all local Governments were desired to adopt those means best suited to local circumstances, whether these were the issue of communiqués, the delivery of lectures, the dissemination of literature, or instruction in schools and colleges. Above all, reliance was placed on the frank intercourse in private conversation between Government servants and those with whom they came in contact.

Volunteering by Government servants.

The extent to and the conditions under which the civil servants of Government should be allowed to volunteer for active service were the subject of much discussion and were eventually regularized by a series of orders, which it is needless to specify in detail. It may suffice to say that it was the object of Government, consistently with the efficient maintenance of internal administration, to allow all who could be spared to participate in this world-wide struggle.

GENERAL.

Constitution of the Department.

For rather more than a year of the period under review the Home Department was under the control of the late Home Member Sir John Jenkins, K.C.S.I., whose premature death in 1912 was a serious loss to the Government of India, owing to his remarkable knowledge of administration in all its branches and to his breadth of view. He was succeeded by Sir Reginald Craddock, K.C.S.I., whose experience of administration is not less than that of his predecessor, while his devotion to duty is an example to all.

The Department has been fortunate in its Secretaries in Sir Archdale Earle, K.C.I.E., and Mr. H. Wheeler, C.S.I., both of whom are officers of very exceptional ability and energy.

Since the outbreak of war, the brunt of the extra work occasioned by it has largely fallen upon the Home Department, and all belonging to the Department from the Home Member to the lowest clerk have displayed a loyalty and devotion to duty in coping with it that are beyond all praise.

II

FINANCE DEPARTMENT.

THE CURRENCY SYSTEM.

The Royal Commission on Indian Finance and Currency.

THE most important event in the currency history of the period is the appointment of the Royal Commission on Indian Finance and Currency. During 1912 the financial policy of the India Office had been vigorously attacked in the Press in India, and the matter after a time attracted attention in England. A series of articles on the same subject and similar in tenor to those in the Indian Press appeared in the "Times" and, eventually, a motion was made in the House of Commons for the appointment of a Select Committee

to enquire into the administration of Indian finances. The motion itself was negatived, but in the course of the debate the Prime Minister expressed the view that the time had come for an enquiry, preferably by a Royal Commission into the whole organisation of the finances of India and of its currency system. The Commission was appointed in April 1913, the terms of reference being "to enquire into the location and management of the general balances of the Government of India: the sale in London of Council Bills and transfers: the measures taken by the Indian Government and the Secretary of State to maintain the exchange value of the rupee in pursuance of or supplementary to the recommendations of the Indian Currency Committee of 1898, more particularly with regard to the location, disposition and employment of the Gold Standard and Paper Currency Reserves: and whether the existing practice in these matters is conducive to the interests of India; also to report as to the suitability of the financial organisation and procedure of the India Office". The final report of the Commission was received in India in 1914 and early in the summer of that year their recommendations were referred for the opinions of Local Governments and representative commercial institutions. When war broke out, however, it was decided to defer the consideration of the report until the restoration of normal times. Accordingly the recommendations of the Commission still remain *sub judice*. It may, however, be mentioned that the report afforded ample vindication of the general policy of the Government of India in matters of finance and currency in past years. A further circumstance of special interest is that, during the year 1914-15, to meet certain financial exigencies arising out of the war the Government of India found it advantageous to adopt, provisionally, certain important recommendations which the Commission had made.

At the commencement of the period under review certain important Other Currency questions were outstanding relating to the currency system, e.g., the minimum stock of gold and gold securities required to be held in the Gold Standard Reserve apart from any sovereigns which might be held in the Currency Reserve and the treasury balances; and the determination of the proportion of silver to be held in the Gold Standard Reserve and the Paper Currency Reserve, respectively, and the location (*i.e.*, whether in London or in India) of the gold held in the Paper Currency Reserve. The question of throwing open the Indian mints to the coinage of gold which had been taken up during Lord Curzon's Viceroyalty was also revived during the period under review. These questions were duly dealt with, but the discussions regarding them were eventually superseded by the recommendations of the Royal Commission.

The period witnessed a continuance of the process of absorption of gold coins. The total volume of gold passed into circulation since the Gold Standard first became effective in 1899 rose from £32·7 million as estimated on the 1st of April 1911, to £70·4 million on the 1st of April 1915. It is not suggested that the whole of this remained in active circulation, but at the same time the period provided considerable evidence of the increasing use of gold for currency purposes, especially in the Punjab and Western India. The circulation of silver and gold coins.

As a result of unusual activity in the wheat and jute trades, fresh coinage of silver to the extent of 25 $\frac{3}{4}$ crores of rupees was carried out during the years 1912-1914.

The period under review was one not only of rapid increase in the note Paper Currency circulation, but of marked attention to and development in matters of paper currency administration and procedure. The growth of circulation had by the year 1911 already become so steady and assured that the Paper Currency Act was amended in that year so as to take power to increase the fiduciary portion of the Paper Currency Reserve from 12 to 14 crores of rupees and to hold the addition in gold securities. In 1911-12 the hundred rupee note was made universal throughout British India,—a development which lent a further impulse to the increase in total circulation. Further, towards the close of the period an important currency reform was introduced by the adoption of the Bank of England's practice of cancelling notes on presentation instead of re-issuing them. With a view to enhance the convenience of the note issue and

to encourage the use of notes, steps were also taken to increase to a very substantial extent the facilities for encashment. Special arrangements for this purpose were in the first instance made with the object of restoring confidence during the period of panic which followed the outbreak of war, but these arrangements, which included the utilisation of the agency both of district treasuries and the Presidency Banks and their branches, were subsequently placed on a permanent footing in pursuance of Government's general policy in this matter. Certain other important proposals affecting the paper currency, of which the most important was one to introduce an improved form of currency notes, came under thorough investigation during the period, and only failed to mature owing to the outbreak of war which rendered it advisable to postpone for the time being the public discussion of such questions.

BANKING.

The banking crisis of 1913-14.

The year 1913-14 saw the fall of a number of, generally speaking, recklessly managed banking institutions in Northern and Western India, resulting in a serious weakening of confidence in almost every institution bearing the name of bank. The situation was dealt with by Government through the agency of the Presidency Banks of Bengal and Bombay,—a policy which, though adversely criticised in certain quarters on the ground that the direct intervention of Government was called for, was eventually endorsed by sound commercial opinion. As soon as the crisis developed, arrangements were made to increase considerably the ordinary interest-free Government balances which are kept with the Presidency Banks, so as to enable them to render such assistance as they might deem necessary to institutions which though otherwise solvent were in temporary difficulties owing to a panic among their depositors. Further, before the crisis arose, the Government of India had, in pursuance of a policy previously decided upon, applied to the Secretary of State for permission to make loans to the Presidency Banks during the busy trade season up to 3 millions sterling at a rate of interest below the current bank rate. No loans were actually made under the authority thus obtained from the Secretary of State, but the fact that this assistance was in reserve materially strengthened the hands of the Presidency Banks in dealing with the banking crisis.

PUBLIC DEBT.

The borrowings and the general loan policy of the period.

The net addition during the period to the Public Debt, both permanent and temporary, after allowing for the discharge of some temporary debt previously outstanding, amounted to £15 million. This figure also takes into account the outstanding balance of the temporary borrowings made during 1914-15 and 1915-16 to meet the situation created by the war. This amounted to £11 million net, £3 million having been repaid towards the close of 1915-16. The most important question of policy affecting the Public Debt dealt with during the period was that of the means to be adopted to obtain a larger volume of funds in India for the financing of capital requirements. The question became prominent as a result of the serious decline in the price of consols and other gilt-edged securities which had occurred in recent years and the sympathetic fall in the price of the securities of the Indian Government in the London money market. As the best means of testing the capacity of our internal resources, it was decided, in the first instance, to increase the amount of the annual rupee loan raised in India. Thus 5 crores of rupees were taken in 1914, and 4½ crores in 1915, outside the special Post Office subscriptions referred to later. It was also decided to raise the limit for investments in the Post Office Savings Banks, and, as a result of the more liberal conditions offered, the Savings Banks deposits rose from 23 crores at the beginning of 1914-15 to 24½ crores by the 31st July 1914. The outbreak of war, however, resulted in a temporary decline in the Savings Banks deposits and the ultimate result of the policy here described remains to be seen. Other proposals were also considered with a view to rendering Government rupee paper more attractive. It was decided, for example, to introduce the bearer bond form of security as soon as this could

conveniently be done, and certain minor improvements in the procedure relating to transactions in Government paper received attention.

CAPITAL EXPENDITURE.

During the period the capital outlay on productive and protective irrigation works was increased from £30 $\frac{1}{3}$ and £3 $\frac{1}{2}$ million respectively to £37 and £5 $\frac{3}{4}$ million, respectively, while the area commanded by both classes of works rose from 48 to 50 million acres. The average annual outlay amounted to £1 $\frac{1}{3}$ million on productive works and £500,000 on those of the protective class—the aggregate expenditure thus exceeding the scale of £1 $\frac{1}{2}$ million a year recommended by the Irrigation Commission of 1901-03. The net profit on productive works, after meeting charges for interest rose from £1 $\frac{1}{2}$ to £2 million and the yield now represents about 5 $\frac{1}{2}$ per cent. on the capital outlay. As regards capital expenditure on railways, the most important event of the period is the achievement of a £12 million programme in the year 1913-14 and a programme of approximately the same amount in 1914-15. As incidentally mentioned elsewhere, it was found necessary as a result of the war to reduce the railway programme of 1915-16 to £8 million. Owing, however, to the shortage of supplies due to home factories and workshops in India being occupied with the manufacture of munitions and to the enforcement during the year of a drastic policy of retrenchment, the actual expenditure of the year is likely to fall considerably below the provision originally allowed.

Certain important improvements of financial procedure in regard to railway expenditure were effected during the period. Thus special arrangements were made to regulate the allotment of grants for the special working expenses of railways, e.g., the cost of renewals, betterments, etc., expenditure on which is closely allied to capital outlay. A special procedure was also devised with the object of introducing greater elasticity into the system of indenting for railway materials from Europe and thus preventing large lapses in the capital grants for railways.

The expenditure involved by the construction of the new Imperial Capital was clearly not expenditure which could be charged to revenue and met from the proceeds of ordinary taxation. An alternative proposal that it should be financed from a special loan was on various grounds considered impracticable and it was decided that the construction of the new Capital should be dealt with in the same manner as productive public works and financed like them according to the circumstances of each year partly from revenue surpluses and other available resources and partly from borrowings. It was also arranged that a *pro-forma* account bringing together all expenditure attributable to the change of Capital, wherever recorded in the accounts, should be appended every year for public information to the Financial Statement for so long as this might be found necessary.

The financial stringency created by the war has impeded progress in the latter part of the period under review, and it is expected that the outlay on the Delhi Project up to March 1916 will amount to £1 $\frac{1}{4}$ million only out of a total of £6 million for which the Secretary of State's sanction has been obtained.

REVENUE, EXPENDITURE, TAXATION, ETC.

Immediately before the commencement of Lord Hardinge's Viceroyalty, General character there had been a period of temporary financial depression which necessitated extra taxation amounting to approximately £1 million per annum. This however was at once succeeded by a period of financial prosperity extending over the first three of the five years under review. During these years there was a very considerable expansion of ordinary revenues due to active trade and unusually favourable agricultural conditions, while, in addition, large, though temporary, windfalls accrued as the result of the phenomenal prices which China was prepared to pay for Indian opium during the last few years.

immediately preceding the extinction of the export trade to that country. The result was a series of large surpluses which would have been larger still but for special grants given either in connection with the budget of the year or towards the end of the year as the probability of an unexpectedly large surplus matured into certainty. In 1913-14, however, the export of opium to China came unexpectedly to an end and by a coincidence the growth in ordinary revenue received a simultaneous check, for the time being at any rate. Certain important grants to Local Governments, provided for in the budget estimates of this latter year were duly made, but by the close of the year, though the actual surplus obtained was satisfactory the immediate outlook had become less favourable. Owing to agricultural distress in certain parts and the trade depression which resulted from banking and commercial failures in Northern and Western India, the budget estimates for 1914-15 disclosed only a moderate margin of surplus revenue. Then the European war broke out and the year ended with a deficit of £1½ million. Of the year 1915-16 it is sufficient to say that the continuing dislocation of the country's finances caused by the war made it necessary, in spite of rigid economy, to estimate for a deficit of £3 million, extra taxation being avoided only by the expedient of meeting the deficit from temporary borrowings. In the revised estimates of the year the deficit was reduced to £1¼ million mainly as the result of a striking and unexpected improvement in Railway revenue. The following table gives in a concise form the main financial results of each year of the period under review and the extent to which the Imperial surpluses referred to above were distributed among Local Governments.

(In thousands of £.)

1	IMPERIAL SURPLUS.		Special grants made to Local Governments through Revised Estimate.		Portion of Imperial surplus attributable to opium.
	Budgeted.	Actual.			
	2	3	4		
1910-11	376	3,936	From opium surplus.	From ordinary surplus.	5
1911-12	819	3,940	981	874	2,853
1912-13	1,478*	3,107	566	1,424	1,860
1913-14	1,326*	2,312	480	3,667	1,527
1914-15	1,256	-1,785	...	...	...
1915-16	-2,957	-1,794†	...	...	...

* Recurring grants amounting to 883 in 1912-13 and 1,330 in 1913-14 were made to Local Governments before the surpluses stated here were declared.

† Revised Estimate.

The opium surpluses.

The general policy underlying these dispositions, however, requires further explanation. In the first place, the abnormal opium receipts were dealt with in a special manner for the reason that revenue which was so wholly exceptional in character and amount could not properly be put into the general resources of the country to meet permanent and recurring expenditure. An estimate was accordingly framed of what the normal receipts under this head would be and it was decided that the amount by which in any year the actual receipts should exceed this standard figure should be kept apart from ordinary revenues and employed on special objects not involving permanent liabilities. Of this latter outlay two-thirds were to be devoted to the discharge of the temporary debt which had accumulated during the famine

and the general financial crisis of 1907-08, and the remaining one-third to initial expenditure on important educational and sanitary measures.

It might have been expected, on the other hand, that the Imperial Disposal of the surpluses from other sources than opium would have been devoted to the remission of taxation generally, or at any rate to the remission of the opium. additional taxation imposed in 1910-11. It was felt, however, that a wider view should prevail. India could not and cannot now be regarded as a fully developed country; the equipment and the scale of expenditure then current could not be accepted as sufficient. It was, therefore, decided that the interests of the people would be better served by devoting the surpluses in question to the financing of comprehensive schemes of moral and material reform. As the outcome of this view considerable sums were allotted to the promotion of education, in pursuance of the announcement made by His Majesty the King-Emperor at the Durbar. Important grants were also made for the improvement of sanitation, while in addition funds were allotted to other miscellaneous needs such as the development of agriculture and of the system of medical relief. Assistance was also given to the carrying out of a number of important schemes of public improvement and for the development of the resources of backward provinces. The table below shows the important grants made during the period in question and the main purposes to which they were allotted:—

Statement showing special grants made from Imperial revenues during 1910-11 to 1915-16.

(In thousands of £.)

	1910-11.		1911-12.		1912-13.		1913-14.		1914-15.		1915-16.	
	Recurring.	Non-recurring.										
Education	...	601	400	2,560	767	...	827	67	827	...
Sanitation	...	380	...	333	...	1,000	300	...	540	...	340	...
Medical Relief, etc.	67
Agriculture, etc.	133	67
Grants for other special purposes.	...	874	...	1,524	...	333	...	530	...	100
Grants for general purposes (discretionary grants).	667
Total	...	1,855	...	1,990	400	4,560	1,067	664	1,167	167	1,167	...

The initial period of the opium agreement of 1907 expired in 1910 and the negotiations for its continuance culminated in a renewed agreement accepted during 1911. This provided that the progressive annual reduction of exports of opium to China which had been in force since 1908 should continue for the unexpired portion of the full term originally agreed upon, *viz.*, 10 years. The later agreement, however, contained certain new stipulations of which the most important was that exports from India should immediately be stopped at any time within this period if it could be proved that the production of the drug within China itself had been completely extinguished. But with the outbreak of the Chinese revolution fresh difficulties arose. In the end the outlet for Indian opium was completely stopped and the Government of India had no alternative but to discontinue exports with effect from the year 1913.

There remained the problem of the disposal of the stocks of opium which had been exported to China in strict accordance with the terms of the opium agreement, but had failed to pass into consumption owing to the irregular restrictions placed by the Chinese authorities on the wholesale trade. The suggestion was at one time made to the Government of India that they should withdraw these stocks and purchase them at the cost of Indian revenues.

The proposal was vigorously and successfully opposed by Lord Hardinge. By the end of the period the problem had practically solved itself. The Chinese Government effected a compromise with the merchants, allowing them free access to all provinces still open to the import of Indian opium on payment of a fee of 3,500 dollars per chest and subsequently the whole of the stocks lying at Hong-Kong were purchased by the Chinese Government.

The present export trade.

The export trade in Indian opium is now confined to the non-China markets of the Far East and the annual exports are limited to an amount (in 1915-16, 13,200 chests) which is estimated to represent the *bond fide* internal requirements of the countries of import. Towards the close of the period the Straits Settlements Government arranged to obtain its supply of opium direct from the Government of India instead of by purchase at the auctions, and a similar arrangement was afterwards concluded with the Government of Hong-Kong under agreements which are to remain operative for five years. The new arrangements, apart from their convenience as a means of steadyng prices, mark an important step towards the better control of the opium trade in the Far East, and there are already indications that other administrations will eventually take advantage of the system.

Malwa Opium.

Various measures were adopted in order to meet the claims of the Malwa States arising out of their exclusion from the China trade. For example, the Government of India agreed to assist in the dispersal of accumulated stocks by purchasing considerable quantities for excise purposes in British India. During the period, too, poppy cultivation in the Malwa States was reduced to a substantial extent.

PROVINCIAL AND LOCAL FINANCE.

The Permanent Provincial Settlements.

The system of quinquennial Provincial settlements was abolished in 1904 when the form of settlement known as *quasi-permanent* was introduced. During the period under review, as a result of a careful examination of the terms of the settlements then obtaining, a further advance in the same direction was made, the new arrangements being expressly described as absolutely permanent, subject to certain special contingencies, and the obligations of the Government of India on the one hand and the Provincial Governments on the other being more exactly defined.

Before the new system was inaugurated, the terms of the existing settlements were overhauled and revised. The experience since gained has been to show that the new settlements thus introduced have on the whole provided adequately for the needs of the provinces. There was, however, one notable exception, and towards the close of the period it became necessary to effect a substantial improvement in the terms of the Burma Settlement. It may also be mentioned that during the period temporary settlements were concluded, as a preliminary measure, with the three new provinces formed by the territorial redistribution announced at the Darbar of 1911. The conclusion of permanent settlements with these provinces has been postponed until the end of the war.

The Punjab.

Under the permanent settlement concluded with the Punjab, the Provincial balances rapidly assumed very large proportions as the result mainly of abnormal capital receipts derived from the sale of Government estates and waste lands in the canal colonies. At the request of the Local Government it was agreed to convert one crore of the Punjab balances into a recurring assignment in perpetuity of $3\frac{1}{2}$ lakhs of rupees.

Proposals for the delegation of financial powers, etc.

Important progress was made during the five years under review in working out an exact scheme of financial control and in the direction of enhancing the financial powers of various classes of subordinate authorities in India. During Lord Minto's administration an audit resolution was prepared enumerating those financial matters in which the Government of India are precluded from acting without previous reference to the Secretary of State. A similar document has now been prepared defining the financial powers of Local Governments and enhancing them in certain important directions,

and a set of rules has also been drawn up, defining the maximum extent to which the Government of India and Local Governments may re-delegate their own financial powers to subordinate authorities. This important scheme of codification and decentralization had not been worked out in all its details before the period closed; but the main questions of principle involved had been submitted for the orders of the Secretary of State.

The scheme regulating the apportionment of Famine expenditure ^{Famine Relief.} between Imperial and Provincial revenues which was introduced in 1907-08 came under review towards the close of Lord Hardinge's Viceroyalty and proposals involving a radical revision of the existing system, which had been found unduly cumbrous as well as not quite fair in its practical application, were under consideration at the close of the period.

THE SYSTEM OF ACCOUNTS AND AUDIT.

During the period an important change was effected in the functions of the Comptroller and Auditor-General. He was relieved of the purely treasury business formerly devolving on him in matters relating to the requirements of coinage, the management of the Paper Currency system, the movement of funds from one place to another and resource and ways and means operations generally. These duties, as also those previously discharged by the Comptroller and Auditor General in regard to the budget estimates, were transferred to a whole-time officer designated "Controller of Currency," who entered on his functions on the 1st January 1914. The Comptroller and Auditor-General's functions are accordingly now confined strictly to matters of audit and accounts. His status and pay were materially raised, and in particular, care was taken to ensure his independence and to enhance his authority in the sphere of audit, while the administration has in actual experience already materially benefited by the appointment of a separate officer to deal with the important financial business now entrusted to the Controller of Currency. In particular, the new arrangement proved to be specially advantageous in the financial situation which arose after the outbreak of war.

The department of audit, as a whole, received marked attention during the period under review. Questions of importance relating to the form and scope of the Appropriation Reports of Provincial Accountants General and Comptrollers and that of the Comptroller-General himself (these being the annual records of the work of the Audit Department in regard to public revenue and expenditure) were carefully investigated in correspondence with the Secretary of State and precise instructions were drawn up determining the manner in which these reports should be dealt with by audit officers on the one hand and the executive authorities on the other. To summarise it may be said that the policy of the period was to develop an appreciation of the true spirit of audit and to focus its interference on essential matters rather than to multiply formal restrictions. One of the minor fruits of the special interest in audit and accounts matters which characterised the period was the publication of two useful manuals: (1) a manual of Indian Government audit, and (2) a manual of Indian Government accounts.

THE FINANCIAL HISTORY OF THE WAR PERIOD.

When war broke out in August 1914, India entered upon a period ^{Introductory.} of crisis which subjected her financial and economic system to a supreme test. It is true that save for some vivid but happily transient experiences in the autumn of that year, she remained free from direct external attack. But she was unable to escape the consequences of that economic solidarity which now bound her closely to the outside world. All her recent development had been on lines of diminished isolation. Her currency system connected her with the money markets of London and the world. She relied for internal development largely upon borrowings in London. Her internal financial arrangements and above all her system of credit in many respects followed western models. It was inevitable therefore that India should feel the effects

of the war in her trade, her production and throughout her economic system generally; and a special interest attaches to the story of the manner in which the financial organisation of the country, a structure of comparatively recent growth, responded to the calls made upon it. The financial events of the first year of the war are related at length in the speech of the Honourable Finance Member introducing the Financial Statement for 1915-16, the following being merely a brief outline of the more important of them.

The break in exchange, etc.

It may be mentioned at the outset that India was in a very strong financial position at the commencement of the crisis. Treasury balances were unusually high, the five crore loan floated in July preceding had been a complete success, and the amount of gold held by or for the Government in England and in India taken together stood at £23½ millions.

The first effect of the European war was a threatened break in exchange. Steps were immediately taken to sustain public confidence, the Government at once publishing a formal undertaking to support exchange by all the means in their power, and in pursuance of this object it was announced that sterling bills on London would be offered for sale up to a maximum limit of £1 million a week until further notice. The Government of India also associated with these measures the new privilege of making reverse remittances by means of telegraphic transfers. These measures represented a very considerable advance on previous policy, and they had the desired result of restoring confidence in the banking and commercial public. Simultaneously with the announcement regarding exchange, steps were taken to restrict the dissipation of the gold held in India, and as soon as it was announced that Great Britain was actually at war with Germany the issue of gold to private persons was altogether prohibited.

The next grave difficulty resulting from the outbreak of war was in regard to Savings Banks deposits and currency notes. From the second week of August there was a heavy and excited run by Savings Bank depositors on their funds, and in August and September together there was a net withdrawal of about R6 crores. Thereafter the drain materially slackened, and by the commencement of 1915-16 confidence was so far restored that in the first four months of the year deposits returned at an average rate of 9½ lakhs net a month. At this point a nominal set back occurred as a result of the special facilities offered to small investors to subscribe through the post office to the R4½ crores loan which was floated at the close of July 1915, and independently of this withdrawals recommenced, towards the close of the period, though on a much smaller scale than before.

The run on currency notes was of relatively short duration, this being largely due to the special measures adopted by Government to provide increased facilities for conversion, and up to the end of the period there was no recurrence of this incident. On the contrary in February 1916 the active note circulation attained the record figure of 54 crores.

Revenue and expenditure during the war.

In the first year of the war the greater portion of the loss of revenue resulting therefrom fell against the Imperial (Government of India) side, Imperial revenues being more dependent on those resources which are immediately responsive to trade conditions. The surplus of £1½ million anticipated in the Budget Estimates for 1914-15 was converted into a deficit of £1¾ million. The effect of the war on the Ways and Means position was, however, considerably more serious. The Government were deprived owing to the war of approximately £11 million of the resources on which they had relied for capital outlay, the more important factors contributing to this result being the deficit mentioned above and a deterioration of £7 million under Savings Bank transactions. The situation was met mainly by taking temporary advances of £7 million from the Gold Standard Reserve and by additional sterling borrowing in London.

Estimates of 1915-16.

In framing the estimates for 1915-16 it was assumed that war conditions would continue throughout the year. The estimate framed was for a deficit on the Imperial side amounting to about £2·9 million, while Local Governments were permitted to draw on their balances to the extent of

£1 million. The arrangements made to meet the Ways and Means requirements of the year were, briefly, to continue the loan of £7 million from the Gold Standard Reserve and leave it still outstanding on the 31st March 1916, while the Secretary of State similarly agreed to renew £7 million of India bills raised in 1914-15. In addition, it was decided to raise a loan of £3 million in India if this should be found possible. A loan of this amount was actually raised in July 1915 in the shape of a terminable loan issued at par and repayable at the option of the Government of India after five years and repayable definitely after eight years, the rate of interest being 4 per cent. The financial arrangements here mentioned were supplemented by measures of economy of which the most important were the reduction of the railway capital programme from £12 million to £8 million and a minimum outlay on New Delhi. It was then found possible to dispense, for the time being, with resort to additional taxation.

As already mentioned an improvement in railway revenue resulted in the Imperial deficit being reduced by approximately £1 million, while capital expenditure on railways in 1915-16 was actually restricted to £5 million as compared with £8 million allowed in the budget. These and certain other changes occurring during the year relieved the ways and means position to an unexpected extent, and it was found possible not only to dispense with a sum of £3½ million of sterling borrowing out of a total of £6½ million contemplated in the budget, but also to make a beginning in discharging the temporary debt raised at the outset of the war by repaying £3 million of the loan taken from the Gold Standard Reserve.

In connection with the rupee loan of 1915-16 above mentioned, an entirely new departure was made with the object of bringing Government into direct contact with the small investor, by the grant of special facilities for tenders in small amounts through the Post Office, the sums so tendered to be accepted in addition to the applications made under the ordinary procedure. This Post Office section of the loan brought in R50 lakhs, a success so considerable that it may be anticipated that this method of borrowing will in future form part of the regular loan policy of Government.

As the year 1915-16 advanced, it became evident that the financial arrangements for 1916-17 would probably have to be made on the assumption that war conditions would continue throughout that year also. In addition the monsoon of 1915 had not been altogether satisfactory; while it became increasingly clear that so long as the war lasted it would be necessary for India to rely on her own internal resources, as the Home Government required all available capital for the prosecution of the war. Shortly after the war broke out certain steps had been taken to secure economies in public expenditure. By the close of the period, however, in view of the developments related above, it was recognised that, although the initial difficulties of the crisis had been met in a manner which afforded striking testimony to the financial strength of the country, the time had come to insist on a policy of thorough retrenchment in all directions, and before proceeding to the detailed consideration of the Budget proposals for 1916-17 the Government of India issued a formal warning to Local Governments in this sense, indicating in particular that it would probably be necessary to impose much more stringent budgetary restrictions than had been considered necessary in the case of the year then current.

The estimates for 1916-17, when finally framed, had to be based on the assumption of another full year of war, and they reflected in a very marked manner the enforcement of the policy of stringent economy to which reference has just been made. The drawings of Provincial Governments on their balances were on this occasion restricted to £400,000, and in the case of both Imperial and Provincial revenues expenditure grants (for other than military purposes in the case of the former) were allotted on a minimum scale. Even so, on the basis of existing taxation the estimates disclosed an Imperial deficit of £2½ million. This made 1916-17 the third successive year of deficit, and it was felt that the time had come to take special measures to strengthen the revenue resources of the country, not only with the object of meeting the

Position at the
close of the period

Estimates of
1916-17.

necessities of the moment and providing for the contingency of a further period of financial stress, but also in order that the conclusion of the war, when it finally came, might find India prepared, to some extent at any rate, to meet certain new obligations which could already be foreseen and to resume the advance in social development which had for the time being been interrupted.

Increase of
taxation.
Tariff
changes.

It was accordingly decided to impose additional taxation estimated to bring in £3·6 million. The new taxes consisted of :—

- (1) An increase in the tariff rates, yielding roundly £2 million.
- (2) An enhanced scale of income tax, yielding £900,000.
- (3) An increase in the salt duty from R1 to R1·4 a maund, yielding £600,000.

The tariff changes consisted, briefly, of an increase of the general import tariff rate from 5 to $7\frac{1}{2}$ per cent., except in the case of sugar the duty on which was raised to 10 per cent. in consideration of India's potentialities as a sugar producing country. The duty on iron and steel was raised from 1 to $2\frac{1}{2}$ per cent. and that on other metals from 5 to $7\frac{1}{2}$ per cent. Further, the free list was materially curtailed, and certain changes were also made in respect of articles such as spirits and tobacco which are subject to special rates of duty. The cotton duties remained untouched. As regards these, the view which the Government of India held and which had been duly represented to His Majesty's Government was that there should be a material increase in the cotton import duties, the cotton excise, which had for years formed the subject of widespread criticism in India, being left unenhanced subject to the possibility of its being abolished altogether when financial circumstances were more favourable. The Home Government felt, however, that the raising of this question during the war would tend to provoke a revival of old controversies at a time when it was specially desirable to avoid all contentious questions both in India and in England, and that the issues connected with the cotton duties should be left to be considered at the end of the war in connection with the general fiscal policy which might then be thought best for the Empire, and the share in the war, military and financial, that had been taken by India.

The remaining tariff measure was the imposition of export duties on tea and jute—both of which industries had profited specially by the war.

Income tax.

The additional revenue from income tax was provided for by the introduction of a new graduated scale of tax for incomes of R5,000 per annum and over, incomes of less than this amount being left subject to the old rates of taxation. The new rates were taken at 6 pies in the rupee on annual incomes between R5,000 and R10,000, 9 pies in the rupee on incomes between R10,000 and R25,000 and one anna in the rupee on incomes of R25,000 and over. Speaking roughly, this enhancement of taxation left 295,000 assessees—out of a total of 332,000—unaffected; while of the remaining 37,000, 24,000 had their tax enhanced by only one pie per rupee.

The salt duty.

The salt duty had always been looked upon as providing a reserve of taxation to be drawn upon in case of war or other grave calamity. On this occasion it was duly utilised but only a very small increase was taken in consideration of the fact that, however light in its incidence, the tax is one of which the greater part is taken from the poorer classes of the community.

The announcement
of the new taxes.

All taxation proposals must of necessity evoke criticism, but allowing for this, the Budget scheme for 1916-17 was exceedingly well received, it being recognised that fresh taxation could no longer be postponed and that Lord Hardinge's Government had made every effort to distribute the new burdens equitably and with due regard to the poor. A material proof of this was afforded by the fact that the Tariff and Income Tax Bills, involving as they did large schemes of taxation, passed through the Legislative Council in a single sitting.

Ways and Means.
The borrowing
programme.

The ways and means arrangements for 1916-17 conformed generally to the revenue policy already described. Railway capital outlay was further curtailed to £3 million and it was decided to confine the borrowing of the

year to a rupee loan to be issued during the summer of 1916. The amount to be raised in this manner was fixed at a minimum of £4 million, exclusive of any amount tendered through the Post Office by small investors, but Government undertook to accept subscriptions offered in excess of this amount up to a maximum of £8 million. The borrowing proposals for 1916-17 also included measures for the rehabilitation of existing securities of the Government of India, which had seriously depreciated since the flotation in 1915 of the British war loan carrying new and unusually favourable terms. In introducing the Financial Statement for 1916-17 it was announced that the rupee loan of that year, if issued at a rate of interest exceeding $3\frac{1}{2}$ per cent., would be associated with the grant of rights of conversion of $3\frac{1}{2}$ per cent. and 3 per cent. paper. Details of the scheme had not then been settled but it was intimated amongst other things that the rate of conversion would be more favourable than the mere arithmetical equivalent of the $3\frac{1}{2}$ per cent. paper as determined by the rate of interest yielded by the old and the new securities respectively. It was also announced that facilities for conversion would be repeated with the rupee loans of 1917 and 1918 if these should be issued at a rate of interest in excess of $3\frac{1}{2}$ per cent. and not on a purely short term basis, the actual terms of conversion being fixed on each occasion with reference to the circumstances of the time and the character of each loan.

The Government of India not only abstained from any Home borrowing, recognising their duty to help as far as they could to conserve the London market for the needs of His Majesty's Government, but provided for the repayment in 1916-17 of £1 $\frac{1}{2}$ million out of the £7 million short-term sterling India bills which the Secretary of State had raised in 1914-15.

It has been mentioned elsewhere that in 1911 the fiduciary portion of the Paper Currency Reserve was raised to 14 crores of rupees. As a temporary war measure, power was taken in 1915 to increase this investment up to 20 crores, and in 1916 (a) to make this additional investment either in India or in England, and (b) to enable the Secretary of State to hold a further sum of £4 million in the shape of sterling Treasury bills in lieu of gold in the uninvested portion of the Reserve. The object of these measures was (1) to enable the Government of India, if circumstances should require this, to lend money to the Presidency Banks for the necessities of trade or to add to their own resources in the event of some sudden emergency; (2) to enable the Secretary of State to issue council bills and telegraphic transfers for the convenience of trade without unduly depleting the treasury balances in India or embarrassing the Bank of England during the war by increasing the 'earmarked' gold held to the credit of the Paper Currency Reserve in London—a step which would normally have been taken had it been inconvenient to draw council bills against treasury balances in India.

In concluding this account of the financial situation arising out of India's contribution to war expenditure. the war, mention may be made of two important items of specifically military outlay which represent the assistance afforded by India to the prosecution of hostilities. In the first place, India had agreed to bear the normal charges of the military forces withdrawn from this country in connection with the war, and these, according to an estimate made towards the close of the period, amounted to £11 $\frac{1}{2}$ million up to the 31st March 1916, with a further outlay of £8 $\frac{1}{4}$ million anticipated in 1916-17. Secondly, India was able to supplement the resources of the Home Government by providing supplies of various kinds—food-stuffs, clothing, ordnance, equipment and munitions,—by training and despatching horses, by lending the Admiralty a great part of the Royal Indian Marine fleet, and by fitting out transports. The value of the supplies and services thus rendered is ultimately recoverable from the Home Government but in the meantime Indian revenues have borne the immediate outlay involved, this amounting to £10 million in 1914-15, while expenditure on the same objects in 1915-16 and 1916-17 is estimated at £18 $\frac{1}{4}$ million and £21 $\frac{1}{4}$ million, respectively. Services of a similar kind, involving expenditure by the Government of India in the first instance, were also rendered to the Australian Government.

Summary of results. The following salient facts afford convincing demonstration of the strength of India's financial position and the satisfactory way in which she was able to meet the experiences and trials of the war.

- (a) The run on Post Office Savings Banks which occurred after the war commenced was so promptly met that it has now ceased to be a disquieting factor. Similarly the measures taken for the prompt encashment of currency notes have caused the latter to attain a record circulation.
- (b) Depression of exchange necessitating the issue of reverse drafts on London took place only after the commencement of the war and for a short period in the summer of 1915. At other times the Indian exchange—the fate of which in a world crisis such as this used to be a fertile subject for gloomy prophecy on the part of pessimists—has been maintained at a very strong level.
- (c) It was not necessary to impose additional taxation till the third year of war conditions.
- (d) The Government of India has been able to give indirect help to the Home Government by materially restricting its borrowings in London ; and direct assistance not merely by meeting the normal charges in connection with the large Indian contingents sent to the war, but by making large temporary advances in respect of Military expenditure.

GENERAL.

Constitution of the Department.

During the first three years of the past quinquennium the Finance Department was under the able guidance of Sir Fleetwood Wilson, G.C.I.E., and has since been represented on the Viceroy's Council by Sir William Meyer, K.C.S.I. These three years were years of plenty with budget surpluses from which considerable grants were made towards education and sanitation, and to meet other urgent requirements, while the later years have been years with deficits requiring the most careful adjustment of our financial burdens. The task of Sir W. Meyer, the Finance Member, in restoring financial equilibrium is an exceedingly difficult one and will take some years to accomplish, but confidence may be expressed that it will be successfully achieved.

As Secretaries to the Finance Department during this period there have been Sir J. Meston, K.C.S.I., Lieutenant-Governor of the United Provinces, Sir R. Gillan, K.C.S.I., President of the Railway Board, and Mr. J. B. Brunyate, C.S.I., all of them officers of exceptional merit and ability to whose skilful efforts the success attained by the Finance Department is largely due.

III

DEPARTMENT OF COMMERCE AND INDUSTRY.

WAR MEASURES.

General.

IN an account of the part played by the Department of Commerce and Industry during the period comprised between November 1910 and March 1916 the measures necessitated by the outbreak of war must figure very largely. Generally speaking, these were devised to meet the temporary needs of the situation as they arose, needs which were often very urgent and led the Government of India into intimate and intricate relations with aspects of trade and industry with which it had, in peaceful times, but little concern. The ruling principles adopted were of two kinds. In the first place, the Government of India followed, in loyal co-operation, the various steps taken by His Majesty's Government in pursuance of their war policy, while introducing

such modifications as the requirements of that policy admitted in order to mitigate its effects, where they pressed heavily on Indian economic interests. In addition to this, all necessary precautions which India's own internal needs required, whether for the supply of military munitions, or for the economic security of the country, were taken.

The principal measures were as follows. Very early steps were taken ^{Customs} to prohibit the export of articles required for military purposes in this country. ^{restrictions.} Later, when the importance of preventing supplies of food and of articles of potential military value from reaching hostile countries was recognised by His Majesty's Government, restrictions were placed on such staple exports as oilseeds, grains, forage, hides, jute, metals and finally on cotton. India had in the past been an important source of raw materials for German and Austrian food and manufactures; and the careful watch kept at the Indian ports on the nature and destination of all shipments doubtless formed a useful second line of economic defence behind the British Navy. Under the pressure of necessity, the Central European powers continually sought fresh channels for the maintenance of their import trade, and more and more stringent precautions were called for by the British War Trade Advisory Committee for the restriction of their supplies. The task of the Customs Department thus tended to become heavier and more complicated. Steps were, however, taken to minimise the inevitable loss and inconvenience to Indian traders by giving as long notice as possible of proposed restrictions, which were introduced with effect from the dates which previous enquiry showed would cause the least interference with existing commitments, while exports were permitted under as liberal a system of licenses as Imperial policy would allow.

Before the war, India had possessed an important source of supply of ^{Control and stimulation of certain exports.} saltpetre in the saline tracts of the Gangetic and Punjab valleys. When the German potash mines were no longer open to the United Kingdom, Indian saltpetre became of high importance and every effort was made by the reduction of fees, by the opening of areas hitherto closed to exploitation and in other ways to stimulate its production and export through the channels of private trade. The export of saltpetre to other countries was for some months entirely forbidden, and over 1,000 tons a month of refined saltpetre were made available for British requirements.

India possesses in the Tavoy and Mergui districts of Burma, one of the richest fields of tungsten minerals in the world. Hitherto, she had contributed about 1,800 tons towards the world's demand of over 9,000 tons. The need for this metal, which is in especial demand as an alloy of high speed steel for machine tools, became accentuated by the increasing scale of military operations. The Government of India did all in its power to increase the output of wolfram, the ore of tungsten found in Burma, by assisting the mine owners to obtain labour, and improving the local communications, while at the same time it assumed a strict control over the management of the various concessions, to ensure the efficient working of the mines and the speedy transport of the mineral to the United Kingdom.

But the most important field of trading activity of which the Government ^{Wheat.} of India found it necessary to assume control was the export of wheat. In November 1914, the Punjab Government drew special attention to a serious rise in the price of wheat, which was then practically at famine rates. This position was attributed at the time to the disturbing effects of the war on world's prices, accentuated by the failure of the Australian harvest and the withdrawal of the Russian crops from the market, by the closing of the Dardanelles. The previous harvest in India had been inferior, stocks were low and the operations of speculators contributed to the rise in prices. The situation was fully discussed with representatives of the Local Governments of the Punjab, the United Provinces and Delhi, and on the 30th November, the Viceroy ordered the promulgation of an Ordinance enabling the Government to take possession, on payment of compensation, of commercial stocks unreasonably withheld from the market. At the same time, the consent of the Secretary of State was obtained to the restriction of exports of wheat and wheat flour to a limit of 100,000 tons for the period ending with 31st March. This

total was allotted among the various exporting firms at the different ports in proportion to their previous rate of export. These measures, coupled with the abundant promise of harvest which the season's crop afforded, had a considerable effect in retarding, though they did not wholly check, the rise in prices.

The responsibility of the Indian Government became more serious, however, when it was known that the United Kingdom was relying on the Indian supply of wheat to tide them over the months of spring and early summer. The problem presented was thus twofold. In the interests of the many millions of Indian consumers, among whom the pressure of high prices had already led in some instances to serious outbreaks of disorder, prices had to be reduced: while the surplus that undoubtedly existed had to be made available for the consumer in England. After prolonged discussions, a scheme was evolved to which the approval of the Secretary of State was secured. The principal exporting firms were engaged as Government agents to purchase wheat on commission under control of Government officers and ship it to the United Kingdom in freight provided by the Secretary of State. On arrival in London, it was sold by a Committee of the Indian wheat firms, in accordance with the understanding arrived at between the Government of India and His Majesty's Government. The British Treasury agreed to meet any nett loss up to 31st March 1916, while any nett profit was to be taken by the Indian Government. The scheme as announced was well received by the Indian public, and generally speaking by the European mercantile classes as well. The prices at which Government agreed to buy for export were calculated *f.o.b.* Karachi, Bombay and Calcutta, and were given the widest publicity. Starting with a price of Rs. 5-12-0 per maund, *f.o.b.* Karachi and Bombay, reductions were effected to Rs. 5-8-0 on April 25th and to Rs. 5-2-9 from 1st May. From 25th April the price *f.o.b.* Calcutta was fixed at Rs. 5-5-0 per maund and was reduced to Rs. 4-15-9 on 1st May. On and from the 8th May, a further reduction of Re. 0-4-0 was effected at all three ports and on the 11th and again on the 18th June further reductions of Re. 0-2-0 were effected at Karachi, thus lowering the price to Rs. 4-10-9 a maund; and this rate, although ineffective since the first week of August 1915 in securing wheat, has not since been raised. As a result of the scheme, prices dropped considerably throughout the period from a wholesale average of Rs. 5-5-9 per maund in March to Rs. 4-11-3 and Rs. 4-4-0 in April and May. There was little variation in the price until August, when it rose to Rs. 4-11-9 and stood at Rs. 4-12-0 in October. With the approval of the Secretary of State an announcement was made on the 19th of November that the existing prohibition of private exports would be continued until further orders. The result of this great socialistic experiment, as it was called by several English newspapers, was thus a success, limited only by the extent to which the harvest fell short of expectations owing to unseasonable weather and by the somewhat disappointing results of the selling policy adopted by the Indian Wheat Firms Committee. But by the close of the season's operations a profit of about £130,000 had been assured, while Indian prices had been reduced, and invaluable help had been afforded to the English markets.

Jute,

Another important trade over which the Government of India were called on to exercise a certain degree of control in the interests of the munitions requirements of the United Kingdom, was the manufacture of jute goods. This industry, which is concentrated in and round Calcutta, is the leading European manufacturing interest in Bengal, and the welfare of the jute growers of that Province, a most important element in the rural economy of the eastern districts especially, is closely bound up with it. They had suffered serious losses from the fall in the price of the raw material, consequent on the restrictions on the export of jute goods caused by the insecurity of navigation and the general unsettlement of trade in the earlier months of the war. But the trench fighting on the eastern and western fronts of the European battlefields soon caused a very great demand for sandbags, with a rise in the price of manufactured jute generally, and in order to diminish the effect of this rise the British Government, after arranging with the Allied Governments to undertake the purchase of jute goods for the common account, called on the Government of India for their help

in effecting an agreement with the mills. This was successfully accomplished, thanks in a large degree to the good-will of the millowners, and an agreement, extending in the first instance over three months, was made for the supply of fifty millions of war bags a month, at a rate which showed a saving of over a million sterling a year on previous prices.

Efforts were made at an early stage of the war to capture for Indian manufacturers the openings left by the absence of German and Austrian competitors, and to create fresh demands for Indian exports left without a market by the closing of German and Austrian ports. Help was undoubtedly afforded in one or two instances; a fresh demand was created for a portion of the ground-nut harvest of Madras: and the information published in a series of bulletins was undoubtedly useful to Indian as well as to English traders. A collection of samples of German and Austrian manufactured goods and of competing Indian products was shown in the leading trade centres of India, and was the means in many cases of bringing increased custom to small and struggling Indian industries. As a development of this temporary establishment a permanent Commercial Museum, the first of its kind in this country, was established in Calcutta. The popular desire for an industrial policy received a great stimulus from the economic conditions created by the war, but the technical and financial resources of India were not sufficient to enable her to take advantage of these conditions. The question of the industrial deficiencies of India and of what steps Government might take in the matter, had already attracted the Viceroy's attention, and in his speech which closed the Council session of 1914-15 His Excellency explained in the following words the policy which his Government proposed to adopt:—"My Government have been giving such assistance as they can to Indian industries in its endeavours to take advantage of the opportunity for expansion afforded by the cessation of imports from Germany and Austria and other continental countries affected by the war. I should like to add that the whole question of promotion of industrial development in India is one which has been and is receiving the most careful consideration of myself and my Government, and I am glad to find from the prominent place which it has taken in the debates of my Council this session, that it is also occupying the minds of public men in India. The present time, when commerce and finance are naturally disturbed by a great war, when men's minds can hardly be expected to look on economic problems from their normal angle, is not in my judgment a suitable moment for taking special action or for initiating special inquiries as to how best this end may be achieved. But it is a question the importance of which is very present in my thoughts, and it is one which I shall hope to see taken up vigorously and effectively as soon as normal conditions have supervened". In pursuance of this policy, the general attitude of the Indian Government towards the question of State aid to industries was examined: and after discussion in the Executive Council, a despatch was sent to the Secretary of State, asking for the appointment, after the war, of a strong committee to consider the whole question, unfettered by the consideration of certain restrictions which had been imposed by Lord Morley on direct Government intervention in the pioneering of industries. The Secretary of State agreed to the appointment of the proposed body, but suggested that it might well commence its work immediately. The Government of India gladly accepted this modification of their proposals, and it was announced in the Legislative Council that a Commission would be appointed.

The effects of the war and of war measures on merchant shipping deserve mention. The outbreak of the war found a number of German and Austrian vessels in Indian ports. These, 15 in number, belonging chiefly to the Hansa, Hamburg-America and Austrian-Lloyd lines, were seized and detained permanently or, in one case, condemned as prize, by the Courts. It was recognised at an early date that the withdrawal of these ships from trade in Indian waters would have a serious effect on the export trade of the country. The Government of India, therefore, decided that all these vessels, with the exception of those required for military or naval duties, should be employed by Government to carry ordinary mercantile cargoes. India was, it is understood, the first country to adopt this procedure, which was afterwards generally followed by the Admiralty and the Colonial Governments.

Industrial Policy
in War and Peace.

Effect of war on
Merchant Shipping.

The despatch of large Indian forces to Europe necessitated the assumption of special powers in order to facilitate the requisition of British merchant vessels to act as transports and supply ships. The power of impressment was conferred on certain officers of the Royal Indian Marine under the provisions of Ordinance II of 1914. Large numbers of ships were requisitioned from time to time during the war, as it became necessary to transport various expeditions to France, Egypt, the Persian Gulf and the Dardanelles, and to move horses from Australia. A considerable number of these had to be retained for long periods to convey supplies to the various overseas forces. Similar action had to be taken on an even larger scale in Europe and the withdrawal of so many ships from commercial employment, together with the destruction of others by German commerce raiders early in the war, one of which, the "Emden", caused some loss in Indian waters, and still greater alarm, led to a considerable rise in freights. The negotiations for the fixation of a rate of hire for ships requisitioned in India were full of difficulty, especially as the Admiralty were not able to come to a complete decision on rates of hire for the United Kingdom for many months. An agreement was, however, reached in respect of rates for the year 1914, which was maintained also during the following year, and a Committee was appointed and submitted its report on the various outstanding points in regard to third party claims and fitting out charges.

Hostile Traders.

The welcome which the liberal and unsuspicious policy of England had always extended to foreign merchants in her dependencies had led to large settlements of German and Austrian traders in the ports and to a less extent in upcountry trading centres. On the outbreak of war, the Government of India recognised that it was not possible to pursue, with regard to these interests, the same policy as was adopted in England. India, with her enormous and often scarcely civilised population, liable to be swayed by sudden rumours, and containing already a few dangerous elements of hostility to the continuance of British rule, offered a tempting field for German intrigue, of which there is full evidence that ample advantage would have been taken but for the countervailing measures of Government. Nowhere could this hostile influence have been so effectively exerted, or so readily concealed, as in the trade relations which the German and Austrian importing houses had created with the Indian merchants and clerks of Calcutta and Bombay. The idea of deliberately closing down hostile trade in order that British and Indian mercantile interests might benefit formed no part of the initial policy of the Government of India, although it is impossible at this stage to say what measures may not hereafter be forced on India in common with other allied countries and dependencies. Power was taken by Ordinance III of 1914 (as amended by Ordinances VII and VIII) to control the carrying on of business by hostile foreigners in British India, and in the exercise of that power, it was ordered that no hostile foreigner or firm should engage in trade in India without a license granted by the Government, and only to the extent permitted by the terms of the license. In pursuance of this order, some 244 businesses have been dealt with, of which 50 have been allowed to trade without any restrictions; 82 are trading under the control of Government officers appointed under the designation of Controllers of Hostile Firms, while 112 have been wound up or closed down. The balance of the assets of these firms, remaining after the discharge (as far as practicable in the circumstances) of their liabilities, has been provisionally deposited in the Government treasuries. Such were the principal war measures undertaken by the Government of India in the Department of Commerce and Industry. We now pass to a consideration of the policy pursued during the previous four and a half years of peace, which were, however, not free from political troubles often of an acute nature.

EMIGRATION.

Foreign Emigration.

The relations between Indians emigrating as indentured and free labourers, or as ordinary emigrants to other countries, especially to British Colonies, and the Governments and people of those countries, have given rise to an increasing degree of popular feeling in India. In view of the unsatisfactory position created in Natal by the inability of the Colonists to appreciate the Indian stand point and of the absence of any guarantee that Indian immigrants would be accepted as

permanent citizens of the Union after the expiration of their indentures, the Government of India prohibited indentured emigration to Natal in 1911. The step was received with universal approval in this country. It was also in South Africa more than in any of the other self-governing Colonies that the question of the admission of voluntary immigrants from India became acute. In the years 1911 and 1912, the Union Government attempted to pass a law to regulate immigration into South Africa, but were unsuccessful each year on account of the opposition with which the Bills met both from Indians and South Africans. The Bills were also objected to by the Government of India, especially in regard to inter-provincial emigration, and the rights of persons domiciled in the Union. In the following year the Immigrants Regulation Act was passed, but, although it provided for some of the matters on which the Government of India and the Secretary of State had previously laid stress, it was not acceptable to Indians. On failing to arrive at a satisfactory settlement with the Union Government, the Indians revived what is known as the "passive resistance" movement on the grounds that the Government had violated the agreement concluded in 1911 by introducing the racial bar in regard to admission into the Orange Free State, by curtailing the right of South African born Indians to enter the Cape and by preventing the acquisition of domiciliary rights by ex-indentured Indians; that Indian marriages were not recognized as legal; and that the promise to abolish the £3 tax in Natal had not been kept. The situation was aggravated by strikes and riots among Indian labourers, and complaints received in India of the treatment of passive resisters by the magistrates and of the rough handling of strikers and rioters by the police roused intense feeling. The Viceroy, in a speech delivered in Madras, championed warmly the cause of the Indians, and pressed strongly for an independent inquiry into the allegations which had reached this country. The Union Government subsequently appointed a Commission of Inquiry, but objection was raised to its composition by the Indians in South Africa. Failing to secure an alteration in the constitution of the Commission, His Excellency, with the consent of the Union Government, deputed Sir Benjamin Robertson to South Africa to watch the proceedings of the Commission on their behalf and to make a statement before it in regard to Indian grievances. This step had very happy results, as Sir Benjamin Robertson was able, by personal discussion, to contribute largely to the generally satisfactory solution of the problem which was embodied in the report issued by the Commission. Their recommendations were accepted by the Union Government, and effect was given to them by the passing of the Indians Relief Act of 1914. The Act provides, among other matters, for the admission of one wife per man, the validation by registration of marriages contracted according to polygamous rites which, in fact, are monogamous, the abolition of the £3 tax, and the yearly passes or licenses which ex-indentured Indians were previously required to take out. The Union Government also gave the assurance that the recommendations of the Commission relating to the administration of the Immigrants Regulation Act, which are not covered by the Indians Relief Act, would be given effect to, that existing plural wives and their children, if their numbers were not very great, would be allowed to join their husbands or parents, and that South African born Indians would be permitted, as before, to enter the Cape without any restriction, so long as the movement did not assume greater dimensions than in the past. They further announced that, in the case of the Indians specially admitted, no declaration would be required in regard to the Orange Free State, and that the existing laws would be administered in a just manner and with due regard to vested interests. The Relief Act and the assurances given by the Colonial Government closed the Indian passive resistance struggle. Some dissatisfaction persists, however, among the South African Muhammadans with the solution arrived at in regard to Indian marriages and the status of children, but the Government of India have been unable to support their claim for a more complete recognition of their religious customs by the laws of the Union.

The general policy of the Government of India until the year 1914 had been to assert the principle of free emigration between all parts of the Empire, and they had consistently declined to take any steps towards restricting the

movements of free Indian emigrants from this country. This principle had, however, in the face of strong Colonial feeling, proved ineffective ; and Lord Hardinge decided that the only course which was likely to conciliate Indian public opinion and to secure a lasting settlement with the Colonies was a policy of reciprocity, which could be made effective without direct retaliation and would not raise questions of the personal status of Indians in the Colonies. This policy was announced by His Excellency at a meeting of the Legislative Council in September 1914 ; but no steps could be taken to make it effective until Indian public opinion had had time to consider and support it.

Indentured emigration.

While strong feeling in India was aroused by the behaviour of the Colonies towards free Indian emigrants, it was felt perhaps even more strongly by educated Indians that the existence of indentured emigration from India to the tropical Colonies was a great obstacle to a satisfactory settlement of this question. The conditions under which indentured labour was maintained were, it was thought, most undesirable. Prominent among these were the disproportion of the sexes of labourers which rendered family life impossible in most cases, and also the penal provisions of the labour laws and the method of their enforcement. These causes, it was claimed, were largely accountable for the high suicide rate which was a disquieting feature in the mortality statistics of Indian indentured labour. In 1912 the Government of India appointed Mr. McNeill of the Indian Civil Service and Mr. Chimmanlal, an Indian gentleman, on a special mission to visit the Colonies, where indentured emigration from India was in force, and to report upon the working of the system. These gentlemen did not condemn the system as a whole, but put forward various palliative proposals to meet certain of the evils arising out of it. It was clear, however, from their Report that the undesirable factors which have already been mentioned, really existed and to a very serious degree, and Lord Hardinge was convinced that the time was fully ripe for urging upon His Majesty's Government the discontinuance of emigration under such conditions. He felt that the case was not one which could be met by palliative measures, but that the system itself was at fault and that a stigma would be permanently attached to the Government of India if they acquiesced in the continuance of such a state of things. After a full consideration of the case, the Government of India unanimously agreed that there was no justification for maintaining any longer the system of indentured labour, and addressed the Secretary of State, pressing for its abolition at the earliest opportunity, and for the substitution of a labour system which would allow full liberty of choice to the labourer, unbound by any form of penal contract. The Secretary of State fully accepted the principle of the eventual abolition of the system of indenture, but informed the Government of India that some time would be needed to allow of a decision being formed, in consultation with the Colonial Office, as to the conditions under which labourers should in future be recruited from India for the tropical Colonies ; while it was also necessary to allow a reasonable interval for the Colonial interests concerned to adapt themselves to the change. This acceptance of his proposals was announced by Lord Hardinge in the Legislative Council on March 20th, a few days before his departure from India.

Inland emigration.

The aim of the Government of India in respect of inland emigration to Assam had for some years been to secure the abolition of penal indenture under Act VI of 1901 and of recruitment by contractors, a system which had been found to be fertile in abuses. Various causes had led to delays, but with effect from the 1st July 1915, the penal provisions of the Act were withdrawn and recruitment by contractors abolished. It is no longer necessary for a labourer to execute labour contracts and, in cases where such contracts are waived, special facilities in regard to recruitment are offered to *sardars* working under local agents or approved associations. The tea industry has been fully conscious of the abuses which had existed and anxious for their removal ; and its leaders themselves proposed the establishment of a Board for the supervision of recruiting agencies, financed by a levy on the employers in proportion to the labour recruited by them. The necessary legislation for the institution of the Board was undertaken. The functions of this Board, which is known as the Assam Labour Board, are to supervise recruitment without participating in it, to

detect and report abuses, and to suggest remedies for them to the Local Governments.

EXCISE.

The policy of the Government of India in respect of excise was described in the despatch which they addressed to the Secretary of State on the 26th February 1914. "We merely attempt by raising retail prices to minimize temptation to those who do not drink, and to discourage excess among those who do. We are chiefly concerned with the reduction of actual consumption, and this can only be effected when illicit supplies are suppressed by any such measures as are reasonable and practical". The success already attained by Government in giving effect to this policy was indicated by a reference to statistics accompanying the despatch. The figures showed that, in spite of factors operating actively towards increased consumption, the rate of increase had not exceeded 5 per cent since 1905 in the case of country spirits; the consumption of opium had remained practically stationary; and that of hemp drugs had diminished by over 8 per cent. Stated in economic language, the rate of duty in each province had been pressed above the point of diminishing returns to a level at which it operated as an effective discouragement to consumption, without at the same time encouraging illicit distillation beyond the control of the excise staff. In giving effect to these principles, steps have been taken to strengthen the preventive establishments in all provinces where a strong excise policy demanded this course. Provinces possessing Legislative Councils have also been encouraged to revise their excise legislation and to bring it into accord with present day conditions; special powers have been taken in particular to combat the dangers of the cocaine traffic—dangers which have during recent years become only too real. The same principles apply generally to the control exercised over the consumption of opium and hemp drugs.

TRADE AND COMMERCE.

In the first year of the period under review the administration was engaged with several measures of commercial legislation of first-rate importance. The first measure to be passed was an Act for the better control of Life Insurance Companies in India. Discussion showed that it would be necessary to provide by a separate, and, inasmuch as it would be impossible in this to follow English legislation, by a largely experimental measure, for the control of companies, which were nominally described as Life Assurance Companies but which in reality were nothing more than Friendly Societies. Two Bills were accordingly proposed to the Secretary of State in November 1910. The English Act of 1909 was closely followed in the Life Assurance Companies Bill, which was restricted in its application to Life Assurance only, as no other form of insurance had any considerable operation in India. Two new provisions were specially introduced to suit Indian conditions, and to protect a comparatively helpless and uninstructed public. Power was taken for Government on its own initiative to direct the winding up of companies and, partly as a preliminary to such action, to inspect a company's books if there were reasons to believe that its business was unsound. This Bill was passed into law on the 18th March 1912, and in connection with its provisions, a Government Actuary has been specially appointed. The supplementary Bill for the regulation of Provident Insurance Societies was similarly restricted to companies undertaking insurance on births, marriages, or deaths, such societies being differentiated in the last case from Life Assurance Societies by the maximum limit placed by societies on individual sums assured; the two measures taken together thus covered the whole field of Life Assurance as well as insurance against marriages and births. It passed into law on the 13th March 1912, and is administered by Local Governments, through the Registrars, who also have the power of inspecting books and of directing the winding up of insolvent companies. It makes full provision for the essential publicity of management, and checks gambling insurance by requiring insurable interest, but does not, like the Life Assurance Act, demand a preliminary deposit from the companies to which it applies. The effect of this legislation has been beneficial. A few unsound

societies have, it is true, disappeared : but in no case has stringent action been taken against institutions working on honest lines.

The Government Actuary while fulfilling his statutory duties, has also been in a position to help many societies with skilled advice. The general result has been more honest and efficient working, and a greater appreciation by the societies of the need of technical assistance in the complicated business of Life Assurance.

The Indian Companies Bill was introduced in 1912 as the result of the consolidation in 1909 of the English law with which it closely corresponded, this correspondence being throughout a general feature in the policy of Indian commercial legislation, in the interests of investors in both countries. In this Bill also, although a minimum of State interference was accepted as an ideal, it was necessary to provide for Government initiative in the inspection of a company's affairs, while as in the case of Insurance Companies special provision had to be made for securing a competent audit. The Bill passed into law on the 27th March 1913.

Posts and Telegraphs.

The rapid development in inland traffic both in posts and telegraphs has been facilitated by a measure of the greatest administrative importance, the amalgamation, now successfully concluded, of the Departments of Posts and Telegraphs. The first steps towards amalgamation were taken by the Government of India in 1912, in placing the two departments under the control of one Director-General, and later in introducing an experimental scheme of amalgamation in the Bombay and Central Circles. The experiment was fully successful and the scheme was extended throughout British India with effect from April 1914. By the entire separation of the Telegraph Engineering from the Telegraph Traffic work, the new system in India has been brought into line with that of the United Kingdom and of other countries where Engineering and Traffic Officers are, as far as possible, employed solely on duties for which they are recruited and specially trained. The scheme adequately protected the interests of officers of both Departments, it offered a more congenial range of duties to the Telegraph Officers especially, while affording to competent subordinates a prospect of promotion to well paid posts ; and by the redistribution of duties, and in particular by the abolition of dual control in the combined offices, it gave an improved service to the public with, nevertheless, a considerable ultimate saving in annual expenditure.

The normal progress in the provision of facilities to the public has been more than maintained. Since 1910, 516 new post offices and 552 new telegraph offices have been opened with an increase of 12 per cent in the mileage of telegraph line. There has been an immense increase of traffic ; in five years nearly 10 per cent more letters were delivered, the annual total rising to nearly one thousand million letters, while other heads showed even larger expansion, though on much smaller totals, there being increases of 30 per cent in newspapers, 18 per cent in money orders, and 23 per cent in private inland telegrams. Foreign telegraph traffic did not, however, show a similar rate of growth, though considerable improvements in the service were introduced. On 1st May 1914, the telegraph tariff between India and the United Kingdom was reduced from 1s. 8d. to 1s. 4d. a word, and to half that rate in the case of deferred telegrams in plain language. This system of deferred foreign telegrams was introduced on the 1st January 1912 and has been much appreciated by the public. Further telegraphic facilities were afforded by the week-end cable system introduced in May 1914, but this arrangement had to be suspended on the outbreak of war, except for soldiers, sailors, and nurses serving in certain countries.

Particular attention has been given during this period to the development of wireless telegraphy, both in India and in the Persian Gulf. High power stations were established at Bombay, Karachi, Quetta, Peshawar, Lahore, Nagpur, Secunderabad, Madras, and Rangoon. The wireless stations in the Bay of Bengal were remodelled and small power stations were established in Calcutta and its vicinity. Sanction was given before the outbreak of the war to the establishment of a wireless system in connection with the Arms traffic in the Persian Gulf.

Commerce and Trade.

The quinquennium, which began with the year 1910-11, saw a considerable expansion of the world's trade, and commercial progress in India was equally marked. During Lord Hardinge's Viceroyalty the total value of the

overseas trade of India, excluding Treasure and Government Stores, increased steadily from 1910-11, in which year the value of imports was £86 million sterling and exports £140 million sterling, to 1913-14, when imports were valued at £122 million sterling and exports at £166 million sterling, the increases being 42 per cent and 19 per cent respectively. As a result of the war, overseas trade fell in 1914-15 to £92 million sterling imports, and £121 million sterling exports. There have been no marked variations in the nature of the imports and exports. Sixty-nine per cent of the total imports in 1910-11, 70 per cent in 1913-14 and 74 per cent in 1914-15, came from the British Empire, the corresponding figures for exports to the British Empire being 41, 38 and 48. The customs revenue rose from £6,268,786 in 1910-11 to £7,104,780 in 1913-14; but in 1914-15 it fell to £5,927,454.

A separate Directorate of Statistics was created, with effect from the 1st of April 1914, to deal with purely statistical work, while the Director-General of Commercial Intelligence continued to handle all questions relating more particularly to commercial intelligence. It had at the same time been recognized, however, that a further reorganization of the latter charge was necessary, in view of its importance both as a means for supplying the Government of India and the commercial public with information, and as a part of the active industrial policy contemplated by the Government which is described elsewhere in this chapter. A scheme was formulated which contemplated an extension, in the more important Indian trade centres, of the staff subordinate to the Director-General. It was decided, however, that, in view of the financial stringency arising in consequence of the war, no final steps should be taken in the matter until the conclusion of hostilities.

With regard to port administration, an extensive scheme of dock construction at Bombay was completed in 1914, at a cost of over 6 crores of rupees. The Government of Madras have undertaken a scheme for improving the Madras Harbour at a cost of Rs. 50 lakhs. The Government of Bengal appointed a Committee to consider the best means of increasing the facilities of the port of Calcutta, and, as a result, a comprehensive programme of construction, estimated to cost over 4 crores, has been sanctioned. The question of creating a deep-water harbour at Vizagapatam is also under consideration; it is hoped by this measure to tap productive areas in the Central Provinces which have hitherto suffered from the length of their land communication with Calcutta, Madras, or Bombay, and which would be stimulated by the comparative proximity of a harbour at Vizagapatam. The condition of Indian industries called for close examination as a result of the war, and the policy of the Government of India in regard to them has been explained in the paragraphs relating to special war measures in this country. It was decided in July 1913 that the existing state of confusion of weights and measures in India required careful examination in the interests of internal trade, with a view to ascertain whether standardization was possible. A Committee was appointed for the purpose and its report has been referred to Local Governments and Administrations for their views.

GENERAL.

Sir William Clark, K.C.S.I., has throughout been the Member of Council in charge of the Department of Commerce and Industry, except for a period of 6 months from April to October 1914, when he was absent on leave and Sir Robert Gillan, K.C.S.I., subsequently President of the Railway Board, officiated as Member. The Department has had the advantage of the very able services of Sir B. Robertson, K.C.S.I., Chief Commissioner of the Central Provinces, Mr. R. E. Enthoven, C.I.E., and Mr. C. E. Low, C.I.E., as Secretaries, the latter being the present occupant of the post. Since the commencement of the war the work of the Department has been excessively arduous and complicated, owing to the new and varied questions that have arisen and for the solution of which in many cases no precedent could be found, but Sir W. Clark and Mr. Low have successfully grappled with it to the satisfaction of the commercial community in India, and in entire accord with the Imperial issues that have been at stake.

IV

RAILWAY DEPARTMENT.

The Government
of India, Railway
Companies and the
India Office.

IN the administration of the Railway Department no sweeping change, such as the creation of the Railway Board under Lord Curzon, was found to be necessary during the period under review. The administrative system indeed had but recently been subjected to a thorough revision, and the need for the time being was not for general reorganization but to improve the machinery in detail and by a better adaptation of parts to secure its smoother working.

During the past five and a half years efforts have been continuously made to bring about closer co-operation between the Government of India and railway companies and between the Government of India and the India Office in connection with the administration of Indian railways. A conference between the members of the Railway Board and the Chairmen and Managing Directors of the principal Indian Railway companies was held in Calcutta early in 1912 to discuss certain outstanding questions of importance. This conference was presided over by Lord Inchcape, and as the result of the discussions which took place, an understanding was come to on all points at issue. The conference, moreover, led directly to the general adoption of the official financial year in place of the calendar year by Indian railway companies for purposes of their accounts—a considerable administrative convenience. During the cold weather of 1913-14, Mr. (now Sir) Lionel Abrahams of the India Office visited India. This visit afforded an opportunity for an exchange of views on matters connected with Indian railway policy, and led to the settlement of various questions outstanding between the Government of India and the Secretary of State. A suggestion was also made that the Boards of Directors of the various railway companies should be asked to depute, periodically, one of their number to India, to investigate matters connected with the companies' interests and to facilitate the disposal of business by personal discussion. His Majesty's Secretary of State has decided that he can only consider proposals made by the Boards themselves regarding such deputations, but the suggestion has already borne fruit as several Directors have visited India since the question was raised.

The Railway Board.

In the constitution of the Railway Board, which is the body primarily responsible for the efficiency and success of railway working in India, important changes have been made. According to its original plan, the Board was to be composed of officers solely with railway experience. For the future, it has been decided that railway experience should be a necessary qualification in respect of two only of the three members, and a way has thus been opened for the association with technical knowledge of the financial or commercial element which is frequently of importance in railway working. The methods of business of the Board and the relations between the President and his colleagues have also been examined, and improvements effected which secure that full use is made of the experience represented on the Board, and that due weight is given to the opinion of all its members. Prior to Lord Hardinge's assumption of office the last great change in the administrative system of Indian railways was effected in 1908. Before that time a very detailed control in all matters of expenditure and administration was exercised over railway administrations, whether of State or Company-worked lines, by officers called Consulting Engineers to Government who worked in close collaboration with Local Governments. This system, however, worked with much friction and without efficiency and it was found necessary to give railway administrations much larger powers; to restrict the powers of the officers directly representative of Government to duties necessary to ensure the safety of the public; and to place other railway questions definitely under a central body, namely, the Railway Board. During the period under review this fundamental change of system has been put to the test, and undoubtedly has proved itself to be sound, both in increasing the sense of responsibility of railway administrations and in improving the relations between them and the Railway Board. The only defect that has been noticed is that at first there was unquestionably a tendency to

neglect to consult Local Governments and Administrations in matters in which provincial interests were affected. This fault was not inherent in the system of control adopted in 1908, but as prior to that date the control of Local Governments had unquestionably been too meticulous, there was perhaps a natural tendency for the pendulum to swing too far in the contrary direction. During the same period steps have been taken to counteract this tendency and to ensure that Local Governments should have adequate opportunity of expressing their views in all matters in which provincial interests were concerned and to ensure that, where the questions dealt with were of a technical nature, the advice of an experienced railway officer should always be at the disposal of the Local Administration.

The relations between railway administrations and their staff have on the Railway staff. whole been continuously satisfactory. Only one strike occurred, and this was settled in fifteen days with very little inconvenience to the public. Improvement in the terms of employment of railway servants was kept steadily in view, and an important advance was made when gratuities were sanctioned in the case of subordinates for good, continuous, and faithful service, the amount depending upon the length of service. The policy of appointing Indians to the superior grades of railway administrations has been pursued, and proposals have been considered which would enable Indians to qualify for the more technical appointments, such as those in the Locomotive Department, where they have not so far had an opening.

The last five years have witnessed a remarkable development of railways and of railway business. Between 1910 and 1914-15* the total capital outlay increased by no less than 79 crores, a far larger sum than was spent on railways in any previous quinquennium. Traffic naturally fell off in 1914-15 as the result of the war, but between 1910 and 1913-14, gross earnings had risen from 51 to 63½ crores, an increase of 24 per cent, while net earnings had improved in an even larger ratio, and, in spite of the heavy capital outlay, the return on capital rose from 5·36 and 5·74 per cent in 1910 and 1911 to 6·60 and 6·06 per cent in 1912 and 1913. The rapid expansion of traffic has from time to time caused more or less serious congestion on certain of the principal routes. An investigation by Sir Henry Burt, who was placed on special duty for the purpose, and a conference presided over by the then President, Sir T. R. Wynne, with a view to removing congestion by the introduction of more efficient methods of working, were attended with satisfactory results, and, even before the diminution of the traffic caused by the war, a very marked improvement had been effected. More expeditious methods of handling traffic are being introduced. For example, a system of train control, which has been specially devised to meet Indian conditions while, following up-to-date practice in England and America, has been tried on certain sections and is being rapidly extended. It has also been found expedient on more than one railway to divide the Traffic Department, which was hitherto responsible for work both on the transportation and commercial side, into two departments, Commercial and Transportation. With a view to relieving congestion on sections of railways outside the Presidency towns whose suburban traffic is heavy, expert opinion has been obtained regarding the advisability of introducing electric working in such areas.

The general expansion of railway business has necessitated extensive improvements in open line equipment, including large additions to the supply of rolling-stock and many important works of improvement. This is shown by the distribution of the total capital outlay during the past quinquennium between open line works, additions to rolling-stock, and new lines, which was as follows on the railways over which the Government is directly interested financially:—

	Rs. †
Open line works	30,97,98,000
Rolling-stock	27,96,02,000
Construction of new lines	10,95,48,000
Total	<u>69,89,48,000</u>

* The form of this statement is due to the change in the official year already mentioned.

† These figures are for the official years 1911-12 to 1915-16, inclusive, the figures for the last year being taken from the latest estimates available.

New Construction.

It is impracticable to include in this review mention of all the works and new railways which have been constructed during the period reviewed. Of outstanding importance has been the completion of the bridge over the Lower Ganges, which was opened by Lord Hardinge on the 4th March 1915, and named the Hardinge Bridge. This unquestionably is the greatest engineering work ever undertaken in the East, and its successful completion at a cost of Rs. 3,59,68,275, according to the latest estimate, affords the facility which has long hampered the development of traffic between Northern Bengal and the Port of Calcutta. Of new railways the most important have been the Indo-Ceylon Connection with a ferry service between Dhaneshkodi and Manaar, the Itarsi-Nagpur Railway, the major portion of which has been opened to traffic, and the Southern Shan States Railway completed to Kalaw.

The standard of £12,500,000 for annual capital outlay set by the Committee on Indian Railway Finance, presided over in 1907 by Sir James Mackay (now Lord Inchcape), was never actually attained, though it was very closely approached in the years prior to the outbreak of war. The figures of expenditure in those years indicated a very great advance upon the maximum rate of expenditure prior to 1910, previous to which year more than £8,512,000 had never been expended in a single year. Notwithstanding these large increases in the aggregate amount available for capital expenditure on State-owned railways, the necessity of regarding the improvement in the capacity of existing lines as a first charge upon such sums as might be available from year to year, and the very large demands made on account of open line works and rolling-stock brought about a reduction in the amount available for expenditure on new projects, and the mileage constructed from Imperial funds during the past quinquennium was only 1,648 miles. This diminution in the amount made available from Imperial sources for the construction of new railways emphasized the necessity for tapping new sources for the supply of funds. In 1910, the terms offered to companies floated for the construction of branch line railways were made more liberal. Certain minor improvements in the terms were introduced in 1913, while, in January 1915, special terms were offered to companies floated for the construction of railways in the Province of Assam, the Local Administration agreeing to increase the guaranteed rate of interest from $3\frac{1}{2}$ per cent to $4\frac{1}{2}$ per cent by the payment of a subsidy of not more than 1 per cent from provincial resources. The offer of more liberal terms has resulted in a total of 1,237 miles of new railways being financed by private enterprise during the last five years.

Furthermore, throughout this period, the interest taken in railway development by local bodies steadily grew. Since the year 1884, District Boards in Madras have been empowered to levy a special cess, not exceeding 3 pies per rupee of land revenue, the proceeds of which should be devoted to the construction of feeder railways in their districts. During the last five years the construction of one hundred and fifty-three miles of railway was financed from the accumulations of such cesses levied by District Boards in the Madras Presidency, while other District Boards steadily accumulated funds for the construction of particular projects. The success which had attended this form of local enterprise in the Southern Presidency encouraged the Government of India to recommend that legislation for the levy of a similar cess might be undertaken by any other Local Government or Administration who found that the circumstances of the particular province justified the measure. This proposal received the approval of His Majesty's Secretary of State, and the matter is now receiving the consideration of Provincial Governments. A similar interest in local railway development was evident in many Native States. In the last five years no less than 766 miles of railway have been constructed at the cost of Native States, while railways aggregating close upon 1,000 miles have been projected by different Ruling Chiefs. The following table shows the net additions during this period to the mileage of railways of different gauges financed from all sources :—

Broad gauge	.	.	.	.	.	.	.	.	.	.	1,389
Metre gauge	.	.	.	.	.	.	.	.	.	.	1,080
2'6" gauge	.	.	.	.	.	.	.	.	.	.	972
2'0" gauge	.	.	.	.	.	.	.	.	.	.	147
										Total	3,538

It will be seen that, notwithstanding the comparatively small amounts available for the construction of new railways from Imperial sources, the increase in activity of other agencies was such as to render the total addition to mileage greater than that during any other Viceroyalty except that of Lord Curzon.

— Special endeavours have been made to increase the use of indigenous products and the local manufacture of railway materials, and to improve the organization of the Railway Department in connection with the purchase and inspection of such materials. A Mining Engineer's Department was constituted under the Railway Board to assist in the purchase of coal and to undertake its inspection. Though originally entrusted with this work on behalf of State-worked railways only, the success attending this step has been so great that nearly all the main line railway companies and many private companies unconnected with railways, have taken advantage of the new organization. Again, in order to encourage the Tata Iron and Steel Company to construct iron and steel works at Kalimati, the Railway Department undertook to purchase annually for State-worked railways 20,000 tons of rails, and, in order to provide for the adequate inspection of the manufacturing processes of the finished product, a Metallurgical Inspector was appointed with a suitable staff and fully-equipped laboratory at the Company's works. Here again the work done by the Inspector has rapidly expanded and inspection is undertaken on behalf of railway companies, Government Departments, Port Trusts, Municipalities, and private individuals, while the facilities offered for adequate inspection at small cost have, undoubtedly, been of great assistance to the Steel Company as well as to the public at large. To undertake the inspection of various other local manufactures, special Inspectors of Manufactures have been appointed by the Railway Board in Calcutta and Bombay. In the former city where the more important of the manufactures in which railways are interested are undertaken, a fully-equipped test-house and laboratory has been constructed and a physicist and a chemist assist the Inspector. The services of the Inspector have been made available to the public for the payment of a small fee and have been taken advantage of to a large and rapidly increasing extent. Another direction in which the increased use of indigenous material has been brought about is in connection with the supply of sleepers for Indian railways. Improved methods of preservation have rendered it possible to utilize indigenous timber formerly regarded as worthless for this purpose, and co-operation between the Railway and Forest Departments have led to the extensive use of sleepers preserved by these processes.

A very noticeable change in the attitude of the Indian public towards railway administration has marked the period in question. While formerly but little interest was taken in any general question of railway policy, problems connected with the future development and policy of Indian railways are now actively discussed both in the press and in the Imperial and Provincial Legislative Councils. Such questions as the increased employment of Indians, the provision of separate accommodation for different castes, and the standard of accommodation provided for 3rd class railway passengers, naturally occupy a prominent place in the public attention, and a vernacular newspaper rarely issues without a reference to one or other of these matters.

The question which has aroused the greatest interest and controversy is, however, that of the relative advantages of State and Company management. The advantage of securing the entire profit from Indian railways to the State and of working through direct State agency has in the last two or three years been widely debated. As a result of discussion in the Imperial Legislative Council a resolution was adopted advocating a full inquiry into the relative advantages of the two systems of management. Prior to this discussion the Railway Board had already been instructed to undertake a preliminary examination of the matter, especially in view of the fact that the contract with the East Indian Railway Company is shortly to determine.

Since the outbreak of war in August 1914, while there has been some tendency for the ordinary business of railways to decline, much special work has been undertaken by railways, directly or indirectly, connected with the war. In September and October 1914 practically all the Royal Engineer officers employed on Indian railways reverted to military duty, while from time to time a large number of civilian officers were permitted to join the Indian Army

Reserve or other branches of His Majesty's service. Notwithstanding a general recall of officers from leave, railways have in many cases been somewhat short-handed in consequence. It is all the more gratifying, therefore, to be able to record that all railway work in connection with the concentration of troops for the despatch of Expeditionary Forces overseas was successfully undertaken to the entire satisfaction of His Excellency the Commander-in-Chief, while in the early stages of the war very material help was afforded by railways to the military authorities in the fitting up of transports, the construction of ambulance and armoured trains, and in various other directions. Since August 1915 the Railway Board have been in charge of the manufacture of munitions of war in other than ordnance factories. It is too early to estimate the full measure of assistance which railway and private workshops will be able to afford in the manufacture of shell-bodies. It may safely be stated, however, that various difficulties originally encountered have been successfully overcome and that it has been proved possible to manufacture shell-bodies from Indian iron ore. The loyal co-operation accorded to the Railway Board by railway administrations, Ruling Chiefs, and private firms has been an important factor in securing this measure of success.

Personnel.

Throughout the period under review Sir William Clark, K.C.S.I., C.M.G., was the Hon'ble Member of the Viceroy's Executive Council in charge of the Railway Department, Mr. (now Sir) R. W. Gillan, C.S.I., I.C.S., officiating from April to October 1914.

The Railway Board has been fortunate in its Presidents. Sir T. R. Wynne, K.C.S.I., K.C.I.E., occupied this position from November 1910 till May 1914, when he was succeeded by Sir H. P. Burt, K.C.I.E., who retained office until April 1915, when he was succeeded by Sir R. W. Gillan, K.C.S.I., who is now President of the Board. Much of the success of the Railway policy during the past five years is due to the technical knowledge, energy, and administrative ability of the Presidents who have controlled the policy of the Board, and to the loyal co-operation of the members of the Board who have worked with them.

V

DEPARTMENT OF REVENUE AND AGRICULTURE.

FAMINE RELIEF.

Famine and
Scarcity.

THE past five and a half years have been fortunately free from any really serious or wide-spread famine. The most serious crop failure which occurred during the period under review was that of 1913-14 in the United Provinces which was due to the irregular distribution and premature cessation of the monsoon of 1913. The area of the tract in which famine conditions actually prevailed amounted to 7,675 square miles and its population to 1·8 millions. The maximum number on relief of all kinds in this tract was 157,060. The area which never passed out of the period of observation and test was 13,321 square miles with a population of 5·7 millions. The maximum number on test works and gratuitous relief in this tract was 67,105. The total number on relief of all kinds reached a maximum of 219,407 at the end of May. The closing down of relief operations commenced about the middle of July and was completed at the end of October. Tracts in Central India, Rajputana, the Central Provinces, and Bombay were also affected by the partial failure and early cessation of the monsoon of 1913, but the only area in which famine conditions were definitely established was the Alampur Pargana of the Indore State.

Certain tracts in the Bombay Presidency were also visited by famine in 1911-12 and 1912-13. The crop failure of 1911-12 affected the northern part of Gujarat and the plains of the Deccan and Karnatak. The area of the distressed tract was 28,072 square miles with a population of 4·87 millions. The maximum number on relief works and in receipt of gratuitous relief was 108,888 in April 1912. The distress in 1912-13 was on a very small scale.

In 1913 the adoption in the Central Provinces on a limited scale of a Famine Codes system which provides for the abolition of test works and the substitution for them of an expansion of ordinary works on which full wages will be earned was sanctioned on the understanding that it will be treated as an alternative and not as a substitute for the system of test works.

Recent famines have revealed a stronger power of resistance on the part General features. of the people, which appears to be due to something more than merely temporary causes and has, amongst other ways, shown itself in an increasing willingness on the part of the labouring classes to migrate to centres where employment is available. In consequence, the most striking feature of the famine operations of the last five years has been the secondary place into which the system of test and relief works has tended to fall, and the extent to which it has been possible to meet the situation by the expansion of ordinary public works on contract terms, the grant of gratuitous relief on a more liberal scale than was formerly the case, and the extensive distribution of agricultural loans. Increasing use has also been made of concessions for the carriage to affected tracts of fodder by rail at reduced rates.

AGRICULTURE.

The post of Inspector-General of Agriculture in India was abolished as a Imperial separate appointment from April 1st, 1912, the duties attached to it as well as Department of the control of the Imperial Bacteriological Laboratory at Muktesar devolving Agriculture. on the Director of the Agricultural Research Institute at Pusa, who was given the additional designation of Agricultural Adviser to the Government of India.

There has been a very marked expansion in the activities both of the Agricultural Imperial and Provincial Departments of Agriculture during the period under development. review. The number of experts now employed on research and district work in the provinces is 70 as against 41 in 1910.

Much of the attention both of the Imperial and Provincial Departments of Agriculture has been devoted to questions relating to the improvement of the staple crops of India, but only a few of the outstanding achievements can be mentioned. A type of wheat known as Pusa No. 12 suited to a variety of soil conditions and giving an increased outturn has been introduced into large areas in Northern India, especially in the United Provinces. The efforts which have been made to resuscitate the cultivation of the indigo plant have already met with considerable success and the appointment of a chemist to investigate the possibility of manufacturing a standardized form of indigo paste which shall be able to compete on equal terms with the synthetic product has been sanctioned on certain conditions. Much progress has been made in the improvement of the tobacco plant, whilst in large areas of the cotton-growing tracts, pure strains giving a higher yield have replaced inferior mixed varieties. Long stapled exotic cottons have been introduced in suitable localities, the introduction of Cambodia cotton in South India meeting with special success. Important work on rice, which has for its object the evolution of an improved strain from among the innumerable varieties at present grown, has been undertaken in several provinces. Considerable attention has been paid during the last five years to the development of the sugar industry. A sugarcane expert has been appointed, and a cane breeding station for the production of seedling canes has been established in Madras. A skilled sugar engineer has also been employed in the United Provinces. The Fibre Expert in Bengal has succeeded in isolating pure line cultures of jute which are superior to the mixed varieties at present cultivated. The appointment of an expert to investigate the possibility of reviving the silk industry in India has been sanctioned and he commenced his inquiries in December 1915. A very rapid development has taken place in the work of demonstrating improved methods of cultivation and the use of improved implements. The number of farms devoted to the production of pure seed has very largely increased and the Agricultural Department as a whole has now 374 farms and demonstration plots in all in its charge as against 51 in 1910. The question of organization to ensure a continuous supply of pure seed has assumed great importance and, both in this respect and in regard to the dissemination of agricultural improvements generally, the

growth of the co-operative movement has immensely assisted the work of the Agricultural Department.

Agricultural Education.

Since the establishment of agricultural colleges in some of the provinces, the Pusa Institute has devoted its attention principally to research but, during the last five years, 150 students have passed through its post-graduate courses and its short courses in special subjects. The unsuitability to local needs of the standard curriculum originally prescribed for the provincial colleges led to a reconsideration of the policy laid down by the Board of Agriculture in 1906 and 1908. It was found that the courses were in most cases not suited to the class of students for which the colleges are intended and the Board of Agriculture, at its meeting of 1913, therefore, recommended that strict uniformity should not be insisted on and that freedom should be given to work out schemes suited to local conditions. In accordance with this recommendation, a two years' preliminary course to be followed by a more advanced course of eighteen months' duration, has been introduced at the Coimbatore College in Madras and steps have been taken to introduce courses on somewhat similar lines at the agricultural colleges in the Central Provinces, United Provinces, Bihar and Orissa, and the Punjab. The first course, which is of a practical character, is intended, on the one hand, for those who wish to take up farming for its own sake and for those who wish to enter the Agricultural Department in a subordinate capacity and, on the other hand, as a preliminary training for the more advanced scientific course. Only a proportion, therefore, of those who pass through the first course will be admitted to the second course. An interesting experiment which has every prospect of success has been the establishment of vernacular agricultural schools in Bombay for training the sons of small landholders. A thoroughly practical course lasting for two years is given in these schools.

In spite of the changes effected in the curricula of the different colleges, it was felt that the position in regard to agricultural education was not satisfactory. A Conference of officials and non-officials under the presidency of the Honourable Member in charge of the Revenue and Agriculture Department was therefore convened at Pusa in February 1916 to discuss the subject, more especially with reference to the aims and objects of the agricultural colleges and the means of imparting instruction to agriculturists. The Conference, whilst in favour of providing, in colleges under the Agricultural Department, a liberal and scientific education which should be as complete as possible, expressed doubts as to whether this was a practicable ideal in the case of all provincial colleges or one which local conditions rendered desirable. It, therefore, recommended the establishment, as soon as circumstances should permit, of one college in Upper India at which the education given should not be restricted to the training of men to meet departmental requirements. The Conference pronounced definitely against any attempt being made to teach agriculture in primary schools and recommended, subject to certain qualifications, the extension of the Bombay system of vernacular agricultural schools, which it regarded as a very valuable experiment. The recommendations of the Conference are under consideration.

Civil Veterinary Department.

The work of the Civil Veterinary Department expanded rapidly during this period. An important measure of decentralization was carried out in 1912 when the post of Inspector-General was abolished. The Imperial staff of the Department on the executive side was strengthened by the addition of four appointments to provide Superintendents for the new province of Bihar and Orissa and for the North-West Frontier Province, and additional Superintendents for the Central Provinces and the United Provinces. The three latter appointments are, however, still unfilled, mainly on account of difficulties in recruitment, owing to the war. The provincial and subordinate veterinary staff in the Central Provinces and the Punjab was reorganized and a subordinate veterinary service was created in Baluchistan. The increasing demand for veterinary education in the provincial colleges resulted in the reorganization of the teaching staff at the Punjab and Bombay Veterinary Colleges, the most noteworthy feature of which was the addition of two European Professors to the new Punjab College, which was formally opened by the Viceroy on December 10th, 1915. An additional European Professor has also been sanctioned for the

Bengal College. The research work carried on at the Muktesar Laboratory developed at a remarkable rate and the discovery of improved methods for the manufacture of anti-rinderpest and other sera and of improved methods of treatment enabled a large increase in the outturn of sera to be obtained at a reduced cost. To meet the growing demand for sera, not only from India but from other countries, and to obviate the difficulties encountered in the preparation at Muktesar of serum from cattle from the plains, the construction of a properly equipped branch laboratory at Bareilly to take the place of the temporary laboratory, which was used for research work only, was sanctioned, and work on the buildings has been commenced. A Pathologist was added to the staff of the Laboratory.

The important question of the improvement of cattle in India continued to receive attention, and, as a preliminary to other measures, a general survey of the cattle question was made in almost all provinces. A cattle-breeding farm has been started at Sepaya in North Bihar, and a proposal that a specially qualified Deputy Director of Agriculture should be placed in charge of cattle-breeding and dairying operations in the Madras Presidency is under consideration.

LAND SURVEYS.

The Topographical Survey of India, which is the main work of the Survey of India, has, on the whole, made satisfactory progress since 1910. Progress has not, however, been so rapid as the Survey Committee of 1905 anticipated, and it was therefore decided in 1913 to reduce the scale of survey in certain sparsely populated tracts of country from 1 inch = 1 mile to 1 inch = 2 miles. The field work of many of the Survey Parties has been considerably curtailed since the outbreak of the war, owing to the absence of a large number of officers on military duty. A topographical survey of Lower Mesopotamia is being undertaken.

Very marked progress has been made in map reproduction. The outturn of printed maps has nearly doubled since 1910, the introduction of new methods and processes has resulted in the improvement of all maps, and reproduction in several colours has added to their usefulness and popularity. Several sheets of the map of India on the scale of $\frac{1}{1,000,000}$ have been compiled, and printed in accordance with the system laid down by the International Map Committee which met at London in 1909. A geographical map of India in different layers of colour representing successive zones of altitude was first printed in 1911, and great improvements have been effected in the editions of this map which have been printed since then. It has been decided that the scale of 1 inch = 2 miles should be adopted instead of the scale of 1 inch = 4 miles for the tactical map of India, as the latter scale has been found too small and, therefore, unsuitable for military purposes.

Much important geographical exploration has been carried out during the last five years. Survey detachments accompanied the Abor, Miri, Mishmi, Hkamti Long, and Aka Missions during the period 1911 to 1914, and a detachment was attached to the Cavaliere Filippo de Filippi's Scientific Expedition to the Western Himalayas and Karakoram Mountains in 1913-14. A Survey Party also accompanied the Turco-Persian Boundary Commission. In the case of smaller exploration parties of which individual survey officers were members, the most valuable work was perhaps that done by Captains Bailey and Morshead. These officers in 1913 made an adventurous journey into the hitherto unknown country of Po Me, and succeeded in establishing the identity of the Tsangpo river with the Brahmaputra.

The field work of the first general magnetic survey has been completed, and has included the Island of Ceylon; magnetic observations were taken in co-operation with the Antarctic Expeditions of 1911 and 1912. The great triangulation of India has been extended to Burma on the east to the Persian frontier on the west, and has been linked up in the north across the Pamirs, with the Russian triangulation in Eastern Turkestan, which, however, is not yet connected with the European system. The survey detachment which accompanied Cavaliere Filippo de Filippi accomplished scientific work of great interest, and, for the first time in the history of the department, longitudes were determined by wireless signals.

Reorganization of the Provincial Service.

The reorganization of the different services which constitute the Survey of India Department, which had been commenced during Lord Minto's Viceroyalty, was completed in 1912 by the combination of the old and new Provincial Services on a scale of pay similar to that which had been sanctioned for the new service.

Provincial Surveys.

The separation of the Survey Department of Assam from that of Bengal was sanctioned in 1915, the conduct of the survey operations in Assam being entrusted to the Survey of India as an experimental measure.

Land Revenue Policy.

The past five years have been characterized by the continuance and the development of the policy of moderation in land revenue assessments and the Government of India have, on several occasions, made suitable modifications in the proposals of Local Governments in regard to resettlements which have appeared to them insufficient to carry out this policy.

Reduction of the standard of assessment in the Central Provinces.

A question closely connected with the policy of moderation in assessments was that of the reduction of the standard of assessment in the Central Provinces. It was decided in 1911 that in the districts of those provinces forming part of the old Saugor and Nerbudda territories, the land revenue demand should generally approximate to half-assets, whilst in districts forming part of the old Nagpur Province the fraction of the assets taken at successive settlements should be gradually altered, so as to approximate ultimately to half the assets, enhancements being generally limited in the meantime to half the increase of assets since the last settlement.

Control of land revenue settlements.

An important measure of decentralization in regard to the control exercised by Local Governments over settlement operations was carried out in 1911, when the Local Governments of the larger provinces, except Madras and Bombay, which already possessed full powers, were given authority to undertake, without reference to the Government of India, resettlements, when an enhancement of not more than 33 per cent (40 per cent in the case of Burma) is anticipated, and to confirm resettlements, when the percentage of enhancement does not exceed that figure.

Maintenance of the record-of-rights in Bengal and Bihar and Orissa.

The question of the continuous maintenance of the record-of-rights in Bengal, which had been under discussion for more than 25 years, was reopened in 1912. Both that Government and the Government of Bihar and Orissa recommended that continuous maintenance should be abandoned in favour of periodical revision, and that the experiment in continuous maintenance, which had been started in Bihar and Orissa, should be dropped. It was decided that the matter should be referred to the Committee which had been appointed to examine the conditions prevailing in Bengal and to report in what respects the administrative machinery of that province could be improved. As the opinion of the Committee coincided with that of the Local Governments, the proposals of the latter were accepted. The view that it should be possible when a local circle agency has been fully established, gradually to build up a maintenance system as part of the ordinary administration was, however, impressed upon them.

Tenancy legislation.

The most important tenancy legislation of the period under review was the Orissa Tenancy Act II of 1913. A Tenancy Bill for Orissa, which included a chapter relating to the maintenance of records, had been introduced into the Bengal Legislative Council and passed in March 1912. In view, however, of the contentious nature of the Bill, of the opposition raised to it by the representatives of Bihar and Orissa and of the fact that the Province of Orissa would shortly be separated from Bengal and become incorporated in a province that would have a Legislative Council of its own, His Excellency the Viceroy decided to withhold his assent to the Bill. A fresh Bill, from which the chapter on maintenance was omitted, was, therefore, introduced into the Bihar Legislative Council in 1913. The absence of the chapter on maintenance considerably decreased the opposition to the Bill, and it was passed into law without difficulty in April 1913.

Punjab Canal Colonies.

During the period under review sanction was accorded to schemes for the colonization of the areas commanded by the Upper Jhelum Canal, the Upper Chenab Canal, and the Lower Bari Doab Canal. The Lower Bari Doab scheme

was much the most important of these, the culturable irrigable area under the canal being approximately 1,192,000 acres. Striking features of the scheme are the system of horse and mule-breeding grants, under which 680,000 acres will be allotted, 103,000 acres being distributed to retired native officers and sepoys, and the reservation of 75,000 acres for grants on suitable terms to members of the hereditary landed gentry of the Punjab. An area of 75,000 acres of canal land has been reserved for reward grants on peasant conditions to those who have distinguished themselves in the war or their heirs.

Lord Minto had in 1907 withheld his assent from a Bill dealing with the Punjab administration of the Canal Colonies in the Punjab. A Committee was shortly afterwards appointed to investigate all aspects of Colony administration and a revised Bill, based mainly on its recommendations, became law as *Act V of 1912*.

With a view to check the alienation of agricultural land in Ajmer-^{Agricultural} Merwara and to save the agricultural classes of that province from sinking ^{indebtedness.} deeper into debt, the Ajmer Alienation of Land Regulation was passed in 1914. Similar legislation for the protection of the aboriginal tribes in the Central Provinces is under consideration.

In 1914 Local Governments were asked to make special provision in ^{Acquisition of land} their rules under the Land Acquisition Act that due regard should be paid to the ^{containing religious buildings.} susceptibilities of persons interested in land containing religious buildings, tombs, or graveyards.

CO-OPERATION.

The past quinquennium has proved a momentous period in the history of co-operation in India. The remarkable progress which has to be recorded in every direction can best be illustrated by a few statistics. At the commencement of the period to which this summary relates, the number of societies in existence was 3,498, the total number of members 230,698, and the working capital nearly 124 lakhs of rupees. By the end of the year 1914-15, the total number of societies had increased to 17,327, the total number of members to 824,469, and the working capital to over 896½ lakhs of rupees. Agricultural societies alone numbered 16,016, with 664,446 members, and a working capital of nearly 454½ lakhs of rupees. The profits resulting from the operations of the different classes of societies in 1914-15 amounted to over 31 lakhs of rupees.

The manner in which the co-operative movement had developed since the passing of Act X of 1904 had caused doubts as to the adequacy of that Act. Proposals for its amendment were drawn up by the Conference of Registrars which met in 1909, and these eventually resulted in the Co-operative Societies Act which became law as *Act II of 1912*. Under the new Act, co-operative associations for other purposes besides credit were allowed. The old distinction between rural and urban societies was swept away, and a more scientific distinction, based on the nature of the liability of members, whether limited or unlimited, was adopted in its place. The registration of Unions, Central Banking Unions, and Central Banks was for the first time expressly legalized. A number of minor improvements with regard to registration, audit, and similar administrative details were at the same time introduced.

The immediate effect of the Act was to infuse a new energy into the *Resolution of 1914*. New types of societies for the sale of produce, cattle insurance, milk supply, the purchase of yarn, silk, and manure, and the retailing of farm implements and common necessities were registered, whilst the number of Central Institutions grew rapidly. In 1914 it was held that the time had come to take stock of the position and a comprehensive Resolution was, therefore, issued, reviewing the progress which had been made, and laying down in general terms the practical lessons that might be drawn from experience up to date. Reference was made in the Resolution to the necessity for examining the administration of the whole co-operative movement in the stages above that of the individual society, not only in regard to the relation of Central and Provincial Banks with the money market on the one hand, and with their constituent

Appointment of Committee on Co-operation.

societies on the other, but also in regard to the extent to which expert assistance was required for management, inspection, and audit. A Committee of officials and non-officials, under the presidency of Sir Edward MacLagan, was appointed by a Resolution of October 8th, 1914, to inquire into and report on this aspect of the question, and was at the same time given discretion to make recommendations regarding any other important aspects of the co-operative movement. The Committee met early in November 1914 and submitted a valuable report which marks a distinct stage in the history of co-operation in India at the end of June 1915. The broad results which have emerged from the Committee's inquiries are, in the first place, that in the majority of cases, primary societies fall short of the co-operative ideal, and in the second that although, owing to the rapid expansion of deposits, co-operative banks have hitherto been able to meet their obligations promptly, it has become necessary to place the whole organization on a sounder financial basis, especially by the provision of adequate fluid resources. The Committee has kept in view the development of a truly co-operative system rather than cheap money-lending, and also the improvement of the financial position of the whole organization, and, with a few exceptions, the numerous recommendations contained in their Report aim at securing one or other of these objects. These recommendations are still under consideration.

Establishment of Provincial Banks.

Four Provincial Banks for Burma, Bombay, the Central Provinces, and Bihar and Orissa have been established since 1910. Of these, the Bombay Bank deserves special mention, as it represents a departure from the principle, to which there have been very few exceptions, that Government should abstain from giving direct financial aid to the co-operative movement. The Bank, which was established in 1911, is empowered to issue debentures up to the value of three times the paid-up share capital, subject to a maximum of R20 lakhs, and on these debentures Government guarantee a rate of 4 per cent until they are redeemed.

Cattle Insurance Societies.

Considerable progress has been made in the formation of Cattle Insurance Societies in Burma and Coorg. A proposal to establish a central Cattle Re-insurance Society in Burma, and to grant it a loan from Government up to an annual limit of R25,000, free of interest, for a period of five years, in the first instance, was sanctioned in January 1915.

Stability of the movement.

The co-operative movement has during the last five years been called upon to face two severe crises. The first of these was due to the extensive failure of joint stock banks in Bombay, the Punjab, and the United Provinces, which commenced in September 1913, and the second, that due to the war. The effect on co-operation of the banking crisis was, generally speaking, entirely beneficial, and a large increase of deposits in co-operative societies resulted from it. The manner in which co-operative societies have withstood the strain imposed by war conditions has been satisfactory. Only at the outset was any assistance from Government necessary. At the end of 1914 the Governments of the United Provinces and the Punjab were authorized to make special advances, up to a limit of three lakhs and two lakhs, respectively, to co-operative societies in those Provinces. Of the advances so made, the greater part has already been recovered.

FOREST ADMINISTRATION.

Reorganizations.

During the last five years the number of officers in all branches of the Forest Service has continued to increase, whilst considerable additions have been made to the subordinate and clerical staff in several provinces. The most important reorganization which has been sanctioned is that of the controlling staff of the Forest Department in the United Provinces. Chief Conservatorships of Forests have been sanctioned for the United Provinces and Bombay.

Commercial development.

The commercial work of the Department has received a decided stimulus from the industrial development noticeable throughout India in recent years. Amongst the more important of the rising industries which have received the special attention of the Forest Department are the production of paper pulp from bamboos and forest grasses, the manufacture of matches, the tapping of pine resin, and the distillation of turpentine, the preparation of tannin

extracts, the antiseptic treatment of timber for railway sweepers and the utilization of Indian woods for a variety of purposes. The appointment of a Forest Engineer for a period of two years, which was subsequently extended to five, was sanctioned in 1913 and that of a Tannin Expert for a period of two years in 1915.

Satisfactory progress has been made in scientific research. New buildings for the Forest Research Institute at Dehra Dun have been erected and equipped, the botanical herbarium has been extended, the museums of zoology and forest products have been enlarged, and a commencement has been made in the formation of a sylvicultural museum. The Research Institute, in addition, is the centre for the training of the probationers for the Provincial Forest Service; the members of that service who were formerly recruited by promotion from the subordinate service are now for the most part appointed direct and specially trained there. In consequence of the institution of a special course of training for the Provincial Service, steps are being taken to decentralize completely the training of the subordinate staff, and this will before long be carried out entirely at local forest schools and colleges.

In several provinces there has been considerable progress in the substitution of improved systems of forest management for the provisional methods of treatment formerly in vogue. This has been rendered possible by the increased attention given to the sylvicultural study of the principal species of trees. Much work has also been done in regard to the measurement of forest crops and the collection of statistics relating to growth and volume production. This work is of great importance as statistics of this nature are essential if forests are to be worked on a correct financial basis.

METEOROLOGY.

Since 1910 substantial progress has been made by the Meteorological Department not only in its every day work of recording, collating, and publishing information but also in scientific investigation. The outstanding feature of the former branch of work has been the transmission by wireless telegraphy of meteorological information to and from ships at sea—a system which was introduced in 1912 when wireless stations on the coast sent their weather telegrams daily to any ship asking for the information. In 1915 a free-broadcast distribution of weather information twice daily from wireless stations was introduced. In connexion with this service, arrangements were made in 1914 with several steamship companies, under which meteorological information was transmitted from sea to Simla and Calcutta so long as the ships remained in wireless communication with India. This service has been temporarily suspended during the war but will be resumed as soon as circumstances allow. A revised system of storm warning signals for use at ports was introduced on the 1st January 1916, and there has been a great extension of the work of warning railway, canal, and other engineers of the likelihood of heavy rain.

On the scientific side, by the help of a grant of three lakhs of rupees to be spent in ten years, which was made in 1912, a great advance in the investigation of upper air problems has been effected. A large observatory fitted with the necessary apparatus has been established at Agra, and balloons are now sent up regularly not only from Agra but also from other stations in India with the object of obtaining data regarding the pressure, temperature, and humidity of the upper atmosphere. The preparation of the monsoon forecasts is one of the most responsible duties of the Director-General of Observatories, and with the object of rendering the preparation more reliable, a statistical investigation of the effects of various meteorological factors in all parts of the world on Indian weather has been made and published in the meteorological memoirs of the Department. Important developments of the work carried on at the Solar Physics Observatory at Kodaikanal appear likely to result from the discovery made by Mr. Evershed during his visit to Kashmir in 1913 that the atmosphere there is more suitable for solar observations than in any other known part of the world. The main result of Mr. Evershed's first visit was so important that he again visited Kashmir in 1915 with a large staff to verify his conclusions. His investigations are still in progress. The question of removing the Solar Observatory from Kodaikanal to Kashmir may have to be considered.

Upper air investigation.

Forecasts.

Kashmir Solar Observations.

GENERAL.

Constitution of the Department.

Sir Robert Carlyle, Member of the Viceroy's Council, was in charge of this Department from before the beginning of this period till July 1915, and was succeeded by Mr. C. H. A. Hill, C.S.I., at present Member of the Council of the Governor-General. The Department had the advantage of the able co-operation of Sir Edward MacLagan, K.C.I.E., and of Mr. L J. Kershaw, C.I.E., as Secretaries to Government, and it cannot be denied that much progress has been made in the many branches of administration under the direction of the Department during the period of their services at the Headquarters of Government.

VI

PUBLIC WORKS DEPARTMENT.

Reorganization of the Provincial Engineer Service.

In 1908 a scheme for the reorganization of the Engineer establishment was, with the approval of the Secretary of State, promulgated by Lord Minto's Government. The main features of this scheme were the substitution of time-scales of pay for the graded system of promotion formerly in force and the complete separation of the Imperial and Provincial Engineer establishments by placing them in two distinct cadres with different rates of promotion to the rank of Executive Engineer. This scheme was not favourably received by the majority of the members of the Provincial Engineer Service, who attached much greater importance to being borne on a combined list with their Imperial *confrères* than was believed to be the case. In order to allay the discontent which had been caused and also to establish the Provincial Engineer Service on a satisfactory basis and to attract a better class of recruits to its ranks, the Government of India in 1911 devised a new scheme which provided for the abolition of the dual cadre, the equalization of the period of promotion to executive rank in the two services, and the increase of the pay of the Provincial officers to an amount bearing as nearly as possible the same proportion to the pay of the Imperial officers as that which existed prior to the introduction of the time-scale of pay in 1908. This scheme was sanctioned by the Secretary of State and was promulgated in the Public Works Department Resolution No. 439—458 E., dated the 15th May 1912.

Strength of the Engineer Establishment.

At the commencement of the period under review the strength of the permanent Engineer establishment in the Public Works Department, excluding the State Railways establishment, throughout India, amounted to 705 officers, exclusive of a reserve of 60 officers for both the Public Works Department and State Railways for foreign service deputations. Since then, owing partly to the territorial readjustment of Bengal and the formation of the provinces of Bihar and Orissa and Assam and partly to an extension of the operations of the Public Works Department, the strength of the establishment has been increased to 798 officers.

Architects.

The policy of appointing qualified Architects to design the more important public buildings was continued and Consulting Architects were appointed in Burma, the United Provinces, and the Punjab in the years 1911, 1912, and 1914, respectively, and thus all the major provinces have now an expert architectural adviser on their staff.

Sanitary Engineers.

A scheme for the constitution of a separate establishment for the investigation, preparation, and design of sanitary engineering projects is at present under the consideration of the Government of India.

Withdrawal of officers on account of the war.

In common with other civil departments of the administration the Public Works Department relinquished a number of officers for military duty in connection with the war. Up to date, altogether 103 officers (28 Royal Engineers out of an establishment of 32, and 75 Civil Engineers, and others) have been withdrawn for this purpose.

For the construction of the New Capital and for the execution of ordinary works in the Delhi Province a schedule of the necessary establishment consisting of a Chief Engineer, Superintending Engineer, a number of Executive and Assistant Engineers, Sanitary and Electrical Engineers, Architects, etc., with a strong subordinate staff, was sanctioned at an approximate cost of about Rs. 9 lakhs per annum. To obtain the men to fill these appointments it was necessary to indent freely on the permanent and temporary establishment of other Provinces. The designing of the Central Buildings has been entrusted to two leading Architects, Messrs. Lutyens and Baker, under certain terms drawn up by the Secretary of State. In order to deal promptly and effectively with details of so large an undertaking, a Committee, known as the Imperial Delhi Committee, consisting of the Chief Commissioner, Delhi Province (President), the Chief Engineer, the Resident Architect, and a Financial Member, was formed, with extensive financial powers.

IRRIGATION.

During the period 1910-11 to 1914-15, capital outlay to the following extent was incurred on irrigation works. For the purposes of comparison the Revised figures for 1915-16 are shown in the last column of the statement:—

Class of Works.	Source from which financed.	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	1915-16, Revised.
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Productive . . .	Loan funds	1,80,58,320	2,30,47,958	2,11,24,946	1,92,34,209	1,68,47,695	1,35,77,000
Protective . . .	Current Revenues	49,57,735	53,91,158	59,98,639	83,20,270	82,29,714	77,32,000
Minor Works for which Capital and Revenue accounts are maintained.	Ditto	11,02,541	11,42,741	10,18,229	15,87,556	21,59,676	14,91,000
	TOTAL . . .	2,41,18,596	2,95,81,852	2,81,42,014	2,91,42,035	2,72,37,115	2,28,00,000

The past quinquennium has been marked by notable progress in canal construction, the average annual outlay of that period having far exceeded the figure attained in previous years. The great Triple Canal project in the Punjab, which was started during the administration of Lord Curzon, is now rapidly approaching completion. This work consists of three distinct, though interdependent, systems, known as the Upper Jhelum, the Upper Chenab, and the Lower Bari Doab Canals, and it owes its inception to the existence of the abundant winter supplies that are available in the Jhelum river, and to the possibility of augmenting the Chenab and Ravi rivers from that source. The first-named canal will act primarily as a feeder. Its headworks are situated at Mangla, in Kashmir territory, at a point where the river finally emerges from the Himalayan foot-hills. After irrigating a small tract in its comparatively short course, the Upper Jhelum Canal will empty its supplies into the Chenab river, to restore the water withdrawn by the Upper Chenab system for the irrigation of the northern portion of the Rechna (Ravi-Chenab) Doab. The surplus not so utilized will be thrown into the Ravi, from which it will be withdrawn at Balloki by the Lower Bari Doab Canal, to serve the extensive and exceedingly dry waste in the uplands of the Montgomery district. The Upper Chenab Canal was opened for irrigation by the Viceroy on the 12th April 1912, the Lower Bari system by Sir Louis Dane a year later, and the Upper Jhelum Canal and headworks by the Viceroy on December the 9th, 1915.

Another important irrigation work that has recently come into operation is the Upper Swat River Canal in the North-West Frontier Province. This system derives its supplies from the Swat river and possesses the unique feature of a tunnel, some 2 miles in length, by which the supplies are conveyed through Malakand hill to the commanded area lying to the southward. This project is specially interesting in its political aspect with regard to the inducement offered to the inhabitants of these trans-frontier tracts to settle down to peaceful and prosperous methods of living. The canal was opened

New works
sanctioned or in
progress in period
reviewed.

Triple Canal
Project.

to irrigation early in 1914. Other systems that came into operation during the period under review are the Mahanadi Canal in the Central Provinces, the Mon in Burma, the Godavari in the Bombay Deccan, and the Tribeni in Bihar and Orissa. The more important of the new irrigation works that were sanctioned during Lord Hardinge's tenure of office are the Nira Right Bank Canal and the Gokak Extension Projects in the Bombay Presidency, the Weinganga and Mahanadi Canals in the Central Provinces, and the project for the provision of permanent headworks for the Ganges Canal at Hardwar.

Leading particulars as to the cost and scope of the works referred to above and of others that are now in course of construction are given in the appended table :—

Province.	Name and class of work.		Estimated cost, direct and indirect.	Expenditure to end of the year 1914-15, direct and indirect.	Irrigable area in acres.	District benefited.	Principal crops that will be produced.
Punjab.	* Lower canal.	Jhelum	Productive	Rs. 1,89,63,988	Rs. 1,59,51,462	668,921	Gujrat, Jhang, and Shahpur.
	* Upper canal.	Chenab	Do.	3,73,57,024	3,32,57,562	493,848	Sialkot, Gujranwala, Lahore, and Montgomery.
	* Upper canal.	Jhelum	Do.	4,39,96,559	4,04,17,879	344,960	Gujrat . . .
N.-W. F. Province.	* Lower Bari Doab canal.	Do.	2,23,28,402	2,01,51,011	509,133	Montgomery and Multan.	
	* Upper Swat River canal.	Do.	1,99,24,287	1,77,86,902	381,562	Peshawar . . .	
United Provinces.	Permanent Head-works, Upper Ganges canal.	Do.	33,78,324	21,55,713	86,166	Saharanpur, Muzaffarnagar, Meerut, Bulandshahr, Aligarh, Mutttra, Agra, Etah, and Mainpuri.	Sugarcane, wheat, and cotton.
	Ghaggar canal	. Protective	35,04,454	16,16,172	66,000	Central uplands of Mirzapur.	Rice and wheat.
Central Provinces.	Weinganga canal	. Productive	38,09,204	22,75,315	78,965	Balaghat and Bhandara.	Rice.
	* Mahanadi , ,	Do.	99,30,217	36,62,549	360,000	Raipur . . .	Do.
	Tandula , ,	Protective	99,98,807	49,08,255	263,412	Drug . . .	Do.
	Chorkhamara tank project.	Do.	8,65,484	2,46,776	20,000	Bhandara . . .	Do.
	Badalkhassa tank project.	Do.	6,57,288	1,63,729	18,876	Do. . .	Do.
	Naleshwar tank project.	Do.	6,82,542	2,88,296	12,000	Chanda . . .	Do.
	* Asola Mendha Tank.	Productive	17,97,578	16,22,955	60,000	Do. . .	Rice and wheat.
Madras.	Mopad reservoir	Protective	21,46,011	11,54,695	12,500	Nellore . . .	Rice.
	* Divi pumping system.	Productive	20,63,700	18,91,521	50,000	Kistna . . .	Do.
	* Nagavalli River system.	Do.	18,23,942	16,45,729	23,814	Vizagapatam .	Do.
	Totudur project	Do.	20,64,380	8,81,265	25,000	South Arcot .	Do.
Bombay (Deccan).	Nira Right Bank canal.	Protective	2,57,72,499	66,98,761	283,000	Poona, Satara, Phatan State, and Sholapur.	Jowar, bajri, groundnut, wheat, gram, and sugarcane.
	* Pravara River canal.	Do.	76,10,826	51,15,149	65,088	Ahmednagar .	Wheat, gram-bajri, and jowar.
	* Godavari canal	Do.	95,61,044	95,32,392	79,440	Nasik and Ahmednagar.	Wheat, fodder, gram-bajri, and sugarcane.
	Budhihal tank	Do.	14,54,611	5,08,966	5,718	Sholapur . . .	Jowari and wheat.
	Gokak canal extension.	Do.	1,97,17,147	Nil.	182,000	Belgaum, Bijapur, and the Native States of Kolhapur, Mudhol, Jamkhedi, Sangli, and Kurundwad.	Sugarcane, wheat, bajri, jowari, and oil seeds.
Bombay (Sind).	* Mahiwah canal	Productive	15,17,356	14,37,167	145,445	Shikarpur . . .	Wheat and millets.
	* Tribeni canal	Protective	84,23,341	74,35,777	106,000	Champanar . . .	Rice.
Bihar and Orissa.	Ye-u canal	Productive	50,54,752	27,48,309	108,294	Shwebo . . .	Do.
	* Mon canal	Do.	56,00,381	55,64,280	68,000	Minbu . . .	Do.

* In operation.

Projects still under consideration.

In the period reviewed five projects of the first magnitude have been under investigation. A brief description of these follows :—

Sukkur project.—Owing to the large withdrawals of water from the affluents of the Indus to supply the canals in the Punjab and North-West Frontier Province, it is possible that the level of the Indus may eventually fall

so low as to affect the network of inundation canals in Sind. The Government of India, on the advice of Sir John Benton, the late Inspector-General of Irrigation, recommended to the Secretary of State, in 1912, a scheme which contemplated the construction of a barrage across the river in the vicinity of Sukkur, a great canal taking off the left bank, and the widening of the Eastern Nara Supply Channel. These works were estimated to cost about Rs. 780 lakhs and it was calculated that they would bring an additional area of $2\frac{1}{3}$ million acres of cotton, wheat, and rice under irrigation. In view of the technical difficulties which the case presented and the momentous issues involved, the Secretary of State decided to refer the matter to a Committee, the majority of whom were irrigation officers who had lately retired from the service of the Indian Government. The conclusion reached by that body was that the need of the work had not been sufficiently proved and that the matter should be subjected to further investigation. The Secretary of State accordingly asked that the question should be further examined and this is now being done.

Sarda project.—This is a project for the utilization of the abundant supplies of the Sarda river. This scheme which is estimated to increase irrigation by $1\frac{1}{2}$ million acres at a capital cost of about Rs. $6\frac{1}{2}$ crores, involves certain difficulties, and the Government of the United Provinces has since recommended an alternative scheme which contemplates the utilization of the Sarda supplies in Oudh only.

Sutlej Valley project.—In the Punjab investigations are proceeding with regard to the utilization of the waters of the Sutlej for the irrigation of the wide and rainless tracts to the south of that river both in British territory and in the Native States of Bhawalpur and Bikanir. No detailed estimate has yet been drawn up, but it is expected that the scheme will involve an outlay of some 8 or 9 crores of rupees and enable an area of 3 million acres of wheat, gram, jowar, and cotton to be matured annually.

Cauvery Reservoir project.—A scheme has been prepared for the construction of a storage reservoir on the Cauvery river in the Madras Presidency for the extension and improvement of irrigation from the Cauvery Delta system. It involves the construction of a dam 200 feet high which will be capable of impounding 90,000 million cubic feet of water. If constructed, it will easily surpass in size any similar work in the world. It is estimated to cost Rs. 370 lakhs and to bring an additional area of 473,000 acres of rice under irrigation.

The submission of this project to the Secretary of State was held over pending settlement of a dispute which arose in 1810 between the Madras Government and the Mysore Durbar on the question of the amount of water in the Cauvery river to which they were respectively entitled. The parties having failed to come to an amicable settlement mutually, sought the intervention of the Government of India, who decided in June 1913 to refer the matter to arbitration. Accordingly, they appointed Sir H. D. Griffin, Kt., a judge of the Allahabad High Court as arbitrator, with Mr. M. Nethersole, C.S.I., Inspector General of Irrigation, as assessor, to help him in technical matters. The arbitrators award, which was to be subject to ratification by the Government of India, was delivered in March 1915. Both parties to the dispute availed themselves of the option given them of appealing against the award and of replying to each other's representations before orders were passed by the Government of India. The Government of India ratified the award, without modification, on the 30th March 1916, a few days before Lord Hardinge laid down charge of his office.

Kistna Reservoir project.—Another large project which has been drawn up in Madras is for the construction of an immense storage reservoir on the Kistna river to admit of an extension of irrigation from the Kistna Delta system. The dimensions of this work as at present designed will even surpass those of the proposed Cauvery dam. The project provides for an extension of 735,000 acres of rice irrigation and is estimated to cost about 8 crores of rupees. It is apprehended, however, that certain serious difficulties of a technical nature will necessitate a reconsideration of the design and the matter is now engaging the attention of the Madras engineers.

Latest recorded statistics relating to irrigation.

The following table exhibits the latest recorded statistics of the results attained by the several classes of irrigation works in operation in India :—

Classification.	No. of works.	Capital outlay.	Area irrigated.	Net revenue after paying working expenses.	Return per cent on capital outlay.
Productive Works . . .	44	Rs. 50,30,41,238	Acres. 17,143,751	Rs. 4,54,73,286	9.04
Protective Works . . .	29	6,58,73,758	515,325	3,92,980	0.60
Minor Works having Capital and Revenue Accounts (including works under construction.)	117	6,78,81,681	2,214,225	30,67,727	4.52
Minor Works having only Revenue Accounts.	...	...	2,864,105	37,74,017	...
Minor Works having no Capital or Revenue accounts.	...	...	3,401,239	99,38,075	...
TOTAL . . .	190	63,67,96,677	26,138,645	6,26,46,085	...

NAVIGATION.

The question of inland navigation in connection with the improvement of the waterways of the maritime provinces of Bengal and Burma has of late received serious attention. In 1909, an officer was deputed, at the instance of the Government of India, to report on the waterways of Eastern Bengal and Assam, and his suggestions resulted in the preparation of a programme of the measures to be undertaken. The Government of Bengal have since appointed a standing committee to advise them on the subject and they propose, as soon as the financial situation permits, to equip the Presidency with a fleet of dredgers. The local engineers are now elaborating, in consultation with the Inspector-General of Irrigation, a scheme, known as the Grand Trunk Canal project, which is calculated to shorten appreciably the journey between Calcutta and Eastern Bengal, besides avoiding the serious dangers to which small craft are exposed on the outer or coast route. In Burma the Secretary of State sanctioned in 1911 the Twante Canal project which will improve communications between the port of Rangoon and the rich rice-producing lands of the Irrawaddy delta. The work is estimated to cost Rs. 68 lakhs, inclusive of depreciation on the dredging plant, and to yield a net revenue of Rs. 5,20,000 a year, or a return of 7.65 per cent.

ROADS AND BUILDINGS BRANCH.

The following are some typical works executed by this branch.

New Delhi.

The principal administrative change necessitating the provision of new accommodation and connected works was the inauguration of the new winter Headquarters of the Government of India at Delhi.

At the Imperial Durbar assembled at Delhi on the 12th December 1911, His Majesty the King-Emperor announced the transfer of the Headquarters of the Government of India from Calcutta to Delhi. Investigations were immediately started with a view to the selection of a suitable site for a new Capital City adjacent to the existing city of Delhi and preliminary arrangements for the preparation of project plans and estimates for the New City were put in hand.

It was anticipated that some years would elapse before the New Capital would be sufficiently advanced to be occupied by the Government of India and, therefore, simultaneously with the arrangements for the main project, arrangements were devised to enable the Government of India to be temporarily accommodated in Delhi in the following and succeeding winters. A suitable special staff was formed, and during the year private houses in Delhi were leased for temporary residential accommodation, other buildings were leased or acquired and altered and extended, and a building was constructed to accommodate the Imperial Secretariat and attached offices, together with a suitable Council Chamber. These works were completed within 8 months, at an initial cost of Rs. 59,33,889. The necessary roads, lighting, and sanitary and other

improvements were also taken in hand and have since been continued under the local administration.

While the special staff was being organized and the preliminary arrangements for the preparation of the main project were being made, a committee of town-planning and architectural experts, including Messrs. Lutyens and Lanchester, Architects, Mr. Brodie, Captain Swinton, and Mr. Ward, were engaged upon the investigation of suitable sites and the preparation of a design for the lay-out for the New City. A site on the south of the existing city was eventually selected and the tentative plan for the lay-out has since been modified and completed by the Imperial Delhi Committee and accepted by the Government of India.

In order to deal promptly and effectively with the details, a Committee, including the Hon'ble Mr. Hailey, C.S.I., the Chief Commissioner of the new Province of Delhi, as President, and Messrs. H. T. Keeling, C.S.I., Chief Engineer, W. H. Nicholls, Architect, and H. G. Stokes, C.I.E., I.C.S., as Financial Member, was formed to administer the project. After carefully considering the question of the realignment of the Delhi-Agra Chord line in connection with the construction of the New Capital at Delhi, the Government of India came to the conclusion that a diversion of the existing Delhi-Agra Chord, on an alignment settled in consultation with the Imperial Delhi Committee, together with the construction of a through station, was likely to meet all railway requirements for an indefinite time. They have, therefore, definitely decided to abandon all idea of a large central terminus as originally contemplated by the New Delhi town-planners. Both the new line and the station will be permanent. The cost of the diversion, roughly estimated at between Rs. 6 and 7 lakhs, will be borne by the New Delhi estimates, and the cost of the station and its connections by railway funds.

The project estimates for the construction of the new Imperial Capital, which were submitted by the Imperial Delhi Committee to the Government of India on the 29th December 1913, amounted to Rs. 10,50 lakhs under the project proper, and Rs. 1,34·64 lakhs under contingent liabilities, making a total of Rs. 11,84·6 lakhs, including provision for the old city extension scheme. On examination, the Government of India eliminated the city extension scheme, and, with other modifications, reduced the total cost to Rs. 917 lakhs, including a special reserve of Rs. 150 lakhs, which was sanctioned by the Secretary of State.

Apart from the preparation of the project estimate, the work done during the year 1913-14 was necessarily of a preliminary character and was of such a kind as to facilitate and clear the ground for the subsequent operations. The total expenditure during the year was Rs 67,06,999.

During 1914-15 and 1915-16 preliminary work and preparation of plans and estimates continued. Work was also started on the foundations and basements of the Secretariats and Government House. Some bungalows for Gazetted officers and European clerks and over 200 quarters for Indian clerks were in course of erection. Some expenditure was also incurred on the acquisition of further land. The total expenditure during the year 1914-15 was Rs. 54,05,418.

In the special circumstances arising out of the war, the Government of India thought it desirable to reduce the grant for the year 1915-16 to a minimum. Expenditure has, therefore, been limited to Rs. 50 lakhs which, it was considered, would suffice to carry on in some degree the work already in progress, and so obviate the deterioration of material and the disbanding of establishments. A provisional grant of Rs. 40 lakhs has been sanctioned for outlay on the New Capital for the year 1916-17.

His Imperial Majesty the King-Emperor expressed a wish that the Throne Pavilion, which occupied a central position in the amphitheatre which was used for the Coronation Durbar held in Delhi on the 12th December 1911, should be commemorated by the erection of a suitable memorial on the site. A scheme was sanctioned for the construction of a memorial pillar, in accordance with a design prepared by Mr. W. H. Nicholls, Architect Member, Imperial Delhi Committee, and the work has been successfully completed.

Other projects.

Other administrative changes necessitating extensive building projects were : the project for the construction of office and residential buildings for the new Headquarters of the Government of Bengal at Dacca at a cost of Rs. 68½ lakhs ; the Bankipur project for the provision of office and residential accommodation and connected works for the temporary and permanent Headquarters of the newly constituted Government of Bihar and Orissa, at Ranchi and Bankipur—cost Rs. 1,47,30,000 (works outlay); buildings required in connection with a redistribution of administrative districts in the Madras Presidency—cost Rs 41,91,100 ; and works for the new Headquarters of the Sibsagar District transferred from Sibsagar to Jorhat—cost Rs. 16,52,696.

New jails are being constructed at Secunderabad, Andheri, and Monghyr—cost on the aggregate Rs. 51,63,500 ; new Customs houses are under construction at Karachi and Bombay, both required in connection with Port improvements—cost Rs. 31,27,500 ; a new High Court at Allahabad—cost Rs. 14,93,000 ; new Telegraph offices at Rangoon and an extension of the Central Telegraph offices at Calcutta—cost Rs. 17,86,500 ; and Lunatic Asylum for Europeans and for Indians at Ranchi—cost Rs. 40,70,900. An estimate, amounting to Rs. 14,96,485 for a new engineering College in Madras, was sanctioned in 1914. This project was based on an improved scheme for instruction in all branches of engineering and for the inclusion of technological classes. The Indian Museum in Calcutta is being enlarged at a cost of Rs. 8,36,188.

The King Edward VI Memorial at Lahore.

In order to perpetuate the memory of his late Majesty King Edward VII, a Provincial fund termed the "King Edward Memorial Fund" was inaugurated in June 1910, for the purpose of expanding the existing Medical College and Mayo and Albert Victor Hospitals. The subscriptions, including interest, amounted to Rs. 17,50,000. These were supplemented by an Imperial contribution of Rs. 10 lakhs, a cash contribution by the Government of the Punjab of Rs. 4,48,678, the gift by the Local Government of a free site valued at Rs. 4,50,000, and the remission of departmental charges on the work, amounting to Rs. 4,13,902. The entire outlay on the scheme thus amounts to Rs. 40,62,580, including both direct and indirect charges, and was sanctioned by the Secretary of State in September 1914. The work is at present in progress and it is anticipated that when it has been completed the province of the Punjab will have a thoroughly up-to-date medical institution. The main building was opened by His Excellency the Viceroy on December 10th, 1915.

The Imperial Legislative Council Chamber at Simla.

The question of building a Council Chamber in Simla for the Imperial Legislative Council was raised in 1910 by the late Sir John Jenkins, but the matter was dropped as Lord Minto was of opinion that, at that time, the necessity for a Council Chamber could not be established. In the following year, however, the matter was reopened and a detailed estimate, amounting to Rs. 4,67,191, was finally sanctioned, and the building was completed in 1914. In 1913 an additional expenditure of Rs. 15,696, for certain panelling in the halls, stairs, landing, etc., was also sanctioned, raising the total cost to Rs. 4,82,887.

GENERAL.

Constitution of the Department.

A conference of Public Works Department engineers was held at Simla in September 1913 at which 76 delegates and visitors were present. The discussions and interchange of information which took place were most valuable, and it has been decided to hold a similar conference at intervals of three years.

During most of the period under review, the Public Works Department was under the control of Sir Robert Carlyle, K.C.S.I., C.I.E., Member of the Viceroy's Executive Council, and it now has Mr. C. H. A. Hill, C.S.I., C.I.E., Member of Council, at its head, while the Secretaries to the Department have been Sir L. Jacob, K.C.S.I., Mr. Gordon, C.I.E., and Mr. Russell, C.S.I., whose wide knowledge and technical experience have been of the greatest use to the Viceroy and the Government of India.

VII

LEGISLATIVE DEPARTMENT.

THIS summary deals with the work of the Legislative Department during the period from the 23rd November, 1910, to the 31st March, 1916.

It is proposed to deal with the subject under three heads, namely:—

- (1) the working and changes in the constitution of the Legislative Councils during the period under review;
- (2) the legislation undertaken by the Government of India, either in the Governor General's Council, by Ordinance, or under other legislative powers; and
- (3) work, other than such legislation, carried out during the same period in the Legislative Department.

LEGISLATIVE COUNCILS.

Lord Hardinge's administration was one of great importance in the history of the Legislative Councils from the fact that the changes in their constitution effected by the Indian Councils Act of 1909 (9 Edw. VII, c. 4), were first tested by actual working for a period sufficiently long to enable their effects to be estimated. It is not within the scope of this paper to consider the working of these Councils from the point of view of policy, but from the purely departmental view, they have, as was expected at the time they were initiated, added considerably to the work of the Legislative Department. Additional Members have made free use of the powers conferred upon them, and their action under the rules relating to the discussion of financial matters and of matters of general public interest has increased the duties and responsibilities of the Department. During Lord Hardinge's term of office up to the session ending on the 31st of March 1916, 1,010 questions were asked and answered in the Legislative Council of the Governor General, and no less than 131 Resolutions were debated in that assembly. These figures show that the privileges conferred by the new Act were fully appreciated. As some evidence of the increase in business of the Legislative Council of the Governor General, it may be mentioned that the printed proceedings of that Council during the period in question fill over 4,500 pages, as compared with 1,805 pages for the period of the Earl of Minto's administration.

Save for the Government of India Act, 1912 (2 & 3 Geo. V, c. 6), no Constitutional Statute was passed by Parliament in the period under review which affected the constitution of the Government of India; but it is desirable that some mention should be made of the provisions of that Act. The first section was merely consequential on the creation of a Governor in Council in Bengal, and conferred upon that authority the like powers as are vested in the Governors of Madras and Bombay. The Act also provided for the constitution of an Executive Council for the Province of Bihar; but the most important provision of the Act, from the departmental point of view, was that which enabled Legislative Councils to be created for Chief Commissionerships. This power has been exercised by the creation of Legislative Councils for the Chief Commissionerships of the Central Provinces and Assam, and the number therefore of legislative assemblies in this country has been raised from eight to ten. The further delegation of legislative powers so effected has rendered it possible to afford some measure of much needed relief to the Imperial Council, and to enable matters of purely local interest to be dealt with in assemblies which are in a better position to appreciate local conditions and needs than the Governor General's Council.

The Regulations relating to both the Imperial and Provincial Councils were modified on several occasions during the period under review, but the modifications for the most part related either to defects in details which have been disclosed by the working of the original Regulations, or were necessitated by the administrative changes consequent on the constitution of the Presidency of Bengal and the Provinces of Bihar and Orissa and Assam, or by the constitution of new Councils.

The only important change of substance was the amendment made in January, 1914, which rendered it impossible for a person to be a Member of the Imperial Council and a Provincial Council at the same time.

President of the Council.

The Governor General, owing to continuous and ever-growing pressure of work, presided somewhat less frequently at meetings of Council than had been the practice in the past. The increase in the number of meetings made some relief of this nature necessary, and the framers of the Statute of 1909 had clearly foreseen and provided for this possibility. Notwithstanding this, however, a feature of His Excellency's administration has been the numerous and important declarations of policy which have been made when he has been presiding over his Legislative Council, and it is believed that the non-official members of the assembly have much appreciated the manner in which they were thus taken into the confidence of the Executive Government.

LEGISLATION UNDERTAKEN BY THE GOVERNMENT OF INDIA.

Acts of the Governor General's Council.

During Lord Hardinge's term of office 82 Acts of the Governor General in Council were placed on the Indian Statute-book. They dealt with very various subjects, but perhaps the most prominent features of the legislation during the period under review were the great attention which was paid to commercial and kindred subjects, and the special enactments necessitated by the war.

Commercial legislation.

The important question of the law relating to patents and designs was dealt with in the Indian Patents and Designs Act of 1911 (II of 1911), which brought the law in India into line with the English legislation on the same subject, and provided a much needed reform by superseding the Inventions and Designs Act of 1888 (V of 1888), which had become out of date. Of much importance to commercial interests was the Indian Factories Act of 1911 (XII of 1911), which was the subject of prolonged debate and discussion in the Legislative Council, and marks a distinct step in the betterment of the conditions of labour in this country. The large question relating to the regulation of the business of Insurance in this country, which had long called for action, was dealt with in two Acts—the Provident Insurance Societies Act, 1912 (V of 1912), and the Indian Life Assurance Companies Act, 1912 (VI of 1912). These two Acts, which are complementary to one another, enabled the Government to bring under control a social and financial movement which had become one of great public importance and, while recognizing the special conditions which obtain in this country and the need of fostering and encouraging thrift, at the same time restrained and subjected to legal control the growth of mushroom Provident Societies and Assurance Companies of doubtful stability. Following this important development in the law dealing with a special class of trading associations, the general revision of the Indian Company law was dealt with in the following year. The existing Act dated from 1882, and the development of commercial enterprise in this country and the changes in the law in England made it most desirable that this task should be taken up. The Indian Companies Act, 1913 (VII of 1913), which owes its early enactment largely to the personal interest of Lord Hardinge, brought Company law in this country into line with the English legislation on the same subject. This measure is perhaps the most important from the legal point of view of those which were enacted during the period under review. During the consideration of the Bill in Select Committee, certain clauses were inserted which endeavoured to deal with the thorny subject of Managing Agents which is one of great importance in this country owing to the large extent to which companies in India are conducted by that agency. These clauses, however, met with considerable opposition in Council, and the main Act—the Indian Companies Act of 1913 (VII of 1913)—became law without the clauses, which were re-circulated. In the following year, they were passed in an amended form as a separate Act, *viz.*, the Indian Companies (Amendment) Act of 1914 (XI of 1914), and came into force with the main Act on the same date—the 1st of April, 1914. It is too soon to estimate the full effect of this legislation, but, at any rate, it may be regarded as a courageous attempt to deal with a matter which has long been pressed on the notice of the Government of India.

The group of Acts referred to in this paragraph constitute the largest addition which has been made for many years to the commercial law of this country.

Another important measure which was passed during this period was the Indian Copyright Act of 1914 (III of 1914). The question of the amendment of the law relating to copyright had long been under consideration, but all attempts to initiate legislation had been delayed by the protracted discussions which culminated in the English Statute creating Imperial copyright—the Copyright Act of 1911 (1 & 2 Geo. V, c. 46). The Indian legislation was confined to the necessary adaptations of that Statute, with the addition of a chapter creating certain offences relating to copyright which, it is hoped, will give protection to owners of copyright who, up to that time, had possessed no summary remedies in this country.

Much of the time of the Legislature was engaged in dealing with matters relating to general administration. Among the more important Acts of this class, the Criminal Tribes Act of 1911 (III of 1911), may be mentioned. This Act repealed the Criminal Tribes Act of 1871 (XXVII of 1871), and its amending Acts. The efforts which have been made, with a large measure of success in recent years, towards the reclamation of the professional criminal classes, rendered it essential that further legislative provision should be made to provide for the new policy which had been inaugurated. The expansion of the co-operative credit movement led to the enactment of the Co-operative Societies Act of 1912 (II of 1912). This Act repealed and re-enacted with amendments the Co-operative Credit Societies Act of 1904 (X of 1904). Further experience and the extension of this movement had rendered it necessary to revise the law which dealt with these Societies. The Indian Lunacy Act of 1912 (IV of 1912), was largely a consolidating measure. The Indian law of lunacy, prior to the enactment of this Act, had been contained in a number of Acts, most of which were passed as far back as the year 1858. By its enactment the Statute-book was cleared of nine Acts, and the law was brought together in a convenient and easily accessible form, while the actual procedure in lunacy was modified, and, in some degree, assimilated to the modern English law on the subject. An Act which had been long under the consideration of the Government of India, but which it was left to Lord Hardinge's administration to place on the Statute-book was the Wild Birds and Animals Protection Act of 1912 (VIII of 1912). For the first time provision was made for a close time, and it is hoped that the provisions of this Act will operate to preserve many rare and interesting species of wild birds and animals which were in danger of extinction, and will prevent the wasteful and murderous destruction of game, which had become a serious scandal in some parts of India. Two consolidating and amending Acts of administrative importance were also passed, namely, the Official Trustees Act of 1913 (II of 1913), and the Administrator-General's Act of 1913 (III of 1913). These public functionaries, who had previously been remunerated by fees, were created corporations sole with perpetual succession, and the responsibility of the individual gave place to the responsibility of the Government. The Acts have been in force for too short a time to permit of any appreciation of the actual results of the change, but there is every reason to hope that it is one which will be of considerable benefit to that section of the public which has dealings with the officials in question. In both Acts opportunity was taken to insert provisions which will enable the Government of India to divest itself of the direct control over these officials, and to that extent the Acts were measures of decentralization. The general question of decentralization was dealt with in the Decentralization Act of 1914 (IV of 1914), which gave effect to many of the recommendations of the Decentralization Commission in so far as they relate to Acts of the Governor General in Council. The great increase in volume and importance of motor traffic led to the Indian Motor Vehicles Act of 1914 (VIII of 1914). Prior to that enactment the law on the subject was to be found scattered over many Provincial Acts, and there was no Imperial Act dealing with the question. The measure is mainly a consolidation of the Provincial enactments with wide rule-making powers, which enable the necessary provisions to be made to suit local conditions. It repealed and incorporated the Motor Vehicles International Circulation Act of 1912 (XII of 1912), which had been rendered necessary by the adherence of the Government of India to the International Convention on this subject. A piece of useful

Criminal Law.

consolidation was undertaken when the law relating to loans to local authorities came under amendment. By the Local Authorities Loans Act of 1914 (IX of 1914), no less than eight previous Acts were consolidated.

The Criminal Law was strengthened by the enactment of the Indian Criminal Law Amendment Act of 1913 (VIII of 1913). The Indian Penal Code of 1860 (Act XLV of 1860), did not constitute criminal conspiracy a substantive offence, and this defect had become a practical danger, owing to an outbreak of conspiracies of a revolutionary character. By the Act in question the English law of conspiracy was introduced into this country subject to the enactment of safeguards to prevent ill-considered prosecutions.

The Government of India have long had under consideration the question of the possibility of extending the Criminal Law so as to afford additional protection to minors, and particularly to female minors. The introduction by two non-official Members (Messrs. Madge and Dadabhoy) of Bills seeking to amend the law in this direction gave rise to the hope that the present state of public opinion in this country would support any such change. The private Bills in question were not proceeded with, owing to the fact that the gentlemen who introduced them ceased to be members of the Governor General's Council. The Government, however, took the opportunity of embodying the more practical provisions contained in these private Bills in a Government measure, which was introduced in September, 1913, as a Bill further to amend the Indian Penal Code and the Code of Criminal Procedure, 1898, for the purpose of affording greater protection to minors. The Bill was circulated to Local Governments, and elicited a considerable measure of support, but when its provisions were considered in Select Committee, the fact was elicited that there was great diversity of opinion among non-officials. The further progress of the Bill had unfortunately to be postponed, owing to the general decision of the Government of India not to take up controversial measures during the continuance of the war. Similarly, a Bill to amend the Criminal Procedure Code of 1898 (Act V of 1898), which had not been revised since 1898, was introduced in March, 1913, and circulated for opinion, but the measure has not been further proceeded with for the same reason.

Army Act.

The Indian Articles of War, 1869 (Act V of 1869), which had frequently been amended, were originally passed in the year 1869, and the whole law relating to discipline in the Indian Army was in need of a general revision. This duty was undertaken and the result placed upon the Statute-book as the Indian Army Act of 1911 (VIII of 1911), and this measure again effected a considerable amount of consolidation, as the law previously contained in nine Acts was brought together.

Aircraft legislation.

Although not mainly due to military considerations, the Indian Airships Act of 1911 (XVII of 1911), may here be conveniently referred to. This was the first step towards the control of aerial traffic in this country. The rapid development of aeronautics necessitated the amendment of the law then enacted which was effected by the Indian Aircraft (Amendment) Act of 1914 (XVI of 1914)—a measure more especially directed to the control of aircraft from the military point of view.

War measures.

The mention of this measure conveniently leads on to the consideration of the very important legislative measures which were enacted consequent on the outbreak of the great European war. Much of this legislation was, in the first instance, undertaken by Ordinance of the Governor General, and not by Act of his Legislative Council. The Governor General is, by virtue of section 23 of the Indian Councils Act of 1861, now section 72 of the Government of India Act, 1915 (5 & 6 Geo. V, c. 61), given the power in an emergency to legislate by Ordinance, and Ordinances so made, although limited in duration to a period of six months, have the same effect during that period as Acts passed in the Governor General's Legislative Council. This power has, in the past, been sparingly exercised, and from the date the Indian Councils Act of 1861 came into force until August, 1914, the power had only been exercised on seven occasions. The necessity of a power of this nature was clearly demonstrated on the outbreak of the war, and Lord Hardinge has freely used the provision in question to meet one of the greatest emergencies that has occurred, or is likely to occur, in the history of this country. On the 7th August, 1914,

or three days after the outbreak of war, the Indian Naval and Military News (Emergency) Ordinance of 1914 (I of 1914) was issued. It was obviously essential that power should be taken to control the publication of naval and military news and information, and that power was conferred by the Ordinance in question. The decision to despatch Indian troops to assist in belligerent operations in France and other parts of the Empire rendered it necessary to take power to seize ships for the service of the Crown, and this was effected by the Impression of Vessels Ordinance of 1914 (II of 1914), which was passed on the 14th August of that year. On the 20th August, the Foreigners Ordinance of 1914 (III of 1914) conferred essential powers on the Executive to deal with aliens of all classes. The Indian Volunteers Ordinance of 1914 (IV of 1914) declared the law applicable to volunteers on actual military service; and the Ingress into India Ordinance, 1914 (V of 1914), passed on the 5th September of that year, gave power to the Executive to control persons entering British India after the commencement of the Ordinance. Ordinances Nos. VI, VII and VIII of 1914 dealt with the difficult question of trading with the enemy. Ordinance No. VI—the Commercial Intercourse with Enemies Ordinance, 1914—made punishable, in like manner as an offence under section 121 of the Indian Penal Code, financial and other dealings with hostile States, while it also provided a penalty for the breach in this country of any Royal Proclamation for the time being in force relating to trade or commercial intercourse. The other two Ordinances amended the Foreigners Ordinance of 1914, and enabled the commercial transactions of foreigners in this country to be subjected to the control of Government. It was by orders made in pursuance of the powers conferred by this Ordinance that the trade and other commercial transactions in this country of subjects of States at war with His Majesty were regulated. A further important provision enabled corporate bodies and associations of which any subject of a hostile State had, at the outbreak of war, been a member to be controlled. The law on the same subject was expanded by the Enemy Trading Act of 1915 (XIV of 1915). The Articles of Commerce Ordinance of 1914 (IX of 1914) was directly due to the great rise in the price of foodstuffs, and gave general power to obtain information as to stocks of articles of commerce and to enable possession to be taken of such stocks, if unreasonably withheld from the market. Further legislation in the Council itself was necessary to secure that the provisions of these Ordinances were given extended duration in point of time, and this was effected by the Emergency Legislation Continuance Act of 1915 (I of 1915), which received the assent of the Governor General on the 12th January, 1915. By this measure the Ordinances referred to above were kept in force during the continuance of the war, and for a period of six months thereafter.

In March, 1915, the Defence of India (Criminal Law Amendment) Act of 1915 (IV of 1915) was passed. The first part of the Act gives the Governor General in Council very wide rule-making powers for the purpose of securing the public safety and the defence of British India, and as to the powers and duties of public servants and other persons in furtherance of that purpose. The powers taken are very much on the lines of those which the English Government took by the Defence of the Realm Act and its subsequent amendments. The second part of the Act does not apply unless specially extended, but, when extended, allows certain classes of heinous crimes to be tried by a Special Tribunal composed of three Commissioners, of whom at least two must be persons with judicial experience or possessing other legal qualifications. Other provisions secure that the proceedings of Commissioners will not be unduly delayed, and, in general, are directed to the procuring of a speedy and final trial when the conditions of any part of the country require such a course. This part of the Act has been extended to certain parts of the country where special conditions existed, and has enabled a large number of cases to be disposed of with advantage to the State and with the minimum of detention under trial to the persons concerned. Another small War measure was the Indian Patents and Designs (Temporary Rules) Act of 1915 (VI of 1915), which enables the Governor General in Council to deal with patents or licenses where the person entitled to the benefit thereof is the subject of a State at war with His Majesty.

In this year three Ordinances were passed, one of which has since been repealed, the amendment which it made in the Indian Paper Currency Act of 1910 (II of 1910) having been effected by the Indian Paper Currency (Temporary Amendment) Act of 1915 (V of 1915). The second Ordinance, which has now been re-enacted with slight changes as the Indian Soldiers (Litigation) Act of 1915 (XII of 1915), was directed to the protection of the interests of Indian soldiers whilst serving under war conditions.

The third Ordinance, the Defence of India Ordinance, 1915, was issued on the 10th November, 1915, and amended the Defence of India (Criminal Law Amendment) Act of 1915, by the addition of certain clauses under which the Governor General in Council can make rules empowering Government to take possession of, and regulate and control, any factory, workshop, mine or other industrial concern, for the manufacture of any article which can be utilized in the prosecution of the present war. This Ordinance was repealed and re-enacted as the Defence of India (Amendment) Act, 1916 (II of 1916).

In 1916 three further Ordinances were passed, *viz.*, (i) the Indian Paper Currency (Amendment) Ordinance 1916 (I of 1916), which was repealed by Act IX of 1916; (ii) the Dutiable Goods and Salt Ordinance 1916 (II of 1916); and (iii) the Foreigners' (Trial by Court-martial) Ordinance 1916 (III of 1916), which was also repealed and re-enacted as Act III of 1916. This last measure provides for the trial by Court-martial of persons, not being British subjects, who are charged with offences against the Defence of India Rules.

Minor measures.

In the foregoing very brief summary of the legislative activities of the Government of India during the period under review, attention has only been called to the more prominent measures. A number of other useful but minor legislative enactments were placed upon the Statute-book during the same period. It will be sufficient to mention the following by name. The Seditious Meetings Act, 1911 (X of 1911), the Indian Post Office (Amendment) Act, 1912 (III of 1912), the Presidency Small Cause Courts (Amendment) Act, 1912 (IX of 1912), the White Phosphorus Matches Prohibition Act, 1913 (V of 1913), the Destructive Insects and Pests Act, 1914 (II of 1914), the Indian Telegraph (Amendment) Act, 1914 (VII of 1914), and the Indian Medical Degrees Act, 1916 (VII of 1916). The Indian Tariff (Amendment) Act, 1916 (IV of 1916), and the Indian Income Tax (Amendment) Act, 1916 (V of 1916), were introduced and passed in March, 1916, to give effect to the proposals for increased taxation necessitated by the situation created by the war.

Repealing and Amending Acts.

One of the duties of the Legislative Department is the pruning of the Statute-book, and this duty was not neglected during Lord Hardinge's administration. Three Repealing and Amending Acts—or, as they would be called in England, Statute Law Revision Acts—were passed, being Acts X and XVII of 1914 and Act XI of 1915, and, in addition to the measures specifically referred to, consolidation was undertaken, whenever possible, in order that the law might be made more concise and accessible.

Private Bills.

Apart from Bills introduced by the Government, eight Bills were introduced by non-official Members of the Legislative Council during the period under review. Allusion has already been made to two of these; and of the remaining six, two did not proceed further than a motion for reference to Select Committee, which was negatived. They were, a Bill introduced by the Hon'ble Babu Bhupendranath Basu to amend the Special Marriage Act of 1872, and a Bill introduced by the late Mr. Gokhale to make better provision for the extension of elementary education throughout India. The Bill which was introduced by the Hon'ble Mr. Jinnah to define the rights of Muhammadans to make settlements of property by way of *wakf* in favour of their families and descendants, was finally passed into law as Act VI of 1913.

The three remaining Bills which were discussed in Council in February and March, 1916, were a Bill by the Hon'ble Mr. C. H. Setalvad to enable Hindus and Muhammadans to make dispositions of property in favour of unborn persons; and two Bills by the Hon'ble Pandit Madan Mohan Malaviya to amend the Indian Registration Act, 1908, and the Transfer of Property Act, 1882.

Regulations.

The Governor General in Council possesses the power of legislating in certain areas by Regulations made under section 1 of the Government of India Act, 1870 (33 Vict., c. 3), now section 71 of the Government of India Act, 1915

(5 & 6 Geo. V, c. 61). This power was exercised on twenty occasions during Lord Hardinge's administration. The Ajmer Talukdars Loan Regulation, 1911 (II of 1911), provided for the grant of loans to indebted Talukdars in Ajmer. The Hazara Forest Regulation, 1911 (III of 1911), was an amending and consolidating Regulation dealing with forests in the Hazara district. The Laccadive Islands and Minicoy Regulation, 1912 (I of 1912), provided a simple Civil and Criminal Code for these remote possessions of the Crown. The British Baluchistan Laws Regulation, 1913 (II of 1913), consolidated and amended the Regulations declaring the law in force in British Baluchistan, and brought the law on the subject together in an accessible form; and the same was done for the Angul district by the Angul Laws Regulation, 1913 (III of 1913). The Coorg Noxious Weeds Regulation, 1914 (I of 1914), was rendered necessary by the spread in Coorg of the *lantana* plant which seriously threatened cultivation in that part of India. The Arakan Hill District Laws Regulation, 1916 (I of 1916), declared in concise form the law applicable to that territory.

The Governor General in Council also has legislative powers in those Foreign jurisdiction areas outside British India in which the Crown possesses jurisdiction. These powers are exercised in virtue of the Indian (Foreign Jurisdiction) Order in Council, 1902. For some years past, endeavours have been made in this Department to codify and bring together in a convenient form the law relating to these areas. Sir John Macpherson made a valuable collection of this class of law, in his "British Enactments in Force in Native States," which was first published in the year 1890. It has been revised on several occasions, and during Lord Hardinge's administration was entirely recast by Mr. O. V. Bosanquet, C.S.I., of the Political Department, who was placed on special duty for the purpose. He worked throughout in consultation with this Department, and by a series of consolidating notifications on the lines of those issued of late years was, enabled to present this branch of the law in a far more compact and convenient manner than had previously been the case. His work has rendered the task of those who have to administer, and of those who have to obey, these enactments, far easier than was the case in the past, as the law is for the first time readily accessible.

WORK OTHER THAN LEGISLATION IN THE IMPERIAL COUNCIL.

Many of the debates in the Imperial Council on Resolutions relating to matters of public interest were of an instructive and interesting nature, and the opportunity so afforded for the interchange of views between the Executive Government and non-official Additional Members was of great value. Even when the actual Resolution was rejected or withdrawn, the ventilation of the subject secured by the discussion went far to meet the wishes of the member who had initiated the debate. Among the most interesting Resolutions moved in Council, taking them chronologically, were the following :—

The late Mr. Gokhale, whose premature death has been so generally deplored, on the 27th February, 1912, moved a Resolution recommending that steps should be taken to bring district administration into closer touch with the people by creating district Councils with advisory functions whom the Collector should ordinarily be bound to consult in all important matters.

The debate elicited considerable difference of opinion among the non-official members, and after an animated discussion, the Resolution, which was opposed on behalf of Government by the Hon'ble Sir Reginald Craddock, was rejected.

The same gentleman on the 4th March, 1912, moved a Resolution recommending that steps should be taken to prohibit the recruitment of Indian labourers under contract of indenture, whether for employment at home or in any British Colony. This Resolution led to a most interesting debate, but Government were unable to accept it.

Another Resolution of which Mr. Gokhale had also given notice, relating to the treatment of Indians in South Africa, was withdrawn in consequence of the deputation of Sir Benjamin Robertson to South Africa. The Viceroy subsequently made an important announcement on the subject at the Council meeting on the 17th March, 1914, and indicated the measures

that had been taken by the South African Government to solve the difficulties that had arisen in regard to Indians in South Africa.

A Resolution moved by the Hon'ble Sir G. M. Chitnavis on the 25th February, 1914, recommended the appointment of a Committee to inquire into the causes of the numerous bank failures about that time, and to report what measures were desirable to regulate and control banks and banking business in India. The Resolution was withdrawn by permission after an important debate.

The opening of the new Council Chamber at Viceregal Lodge, Simla, on the 8th September, 1914, was the occasion of a remarkable demonstration of loyalty when Sir G. M. Chitnavis moved a Resolution that ". . . the Members of this Council as voicing the feeling that animates the whole of the people of India desire to give expression to their feelings of unswerving loyalty and enthusiastic devotion to their King-Emperor, and an assurance of their unflinching support to the British Government. . ." The Resolution was supported in eloquent terms by a large number of non-official members, and His Excellency announced that he accepted it on behalf of Government and would have great pleasure in telegraphing its terms to the Secretary of State and in asking Lord Crewe to lay it at the foot of the Throne of the King-Emperor.

The Hon'ble Mr. M. S. Das, on the 24th February, 1915, moved another loyal Resolution which was unanimously adopted by the Council and accepted by His Excellency on behalf of Government and communicated to the Secretary of State.

On the 22nd September, 1915, the Hon'ble Khan Bahadur Mian Muhammad Shafi moved a Resolution of very great interest recommending that a representation be sent through the Right Hon'ble the Secretary of State to His Majesty's Government, urging that India should in future be officially represented in the Imperial Conference. In reply, His Excellency announced that the Government of India gladly accepted the Resolution which had their warmest sympathy, and would comply with its recommendations, if supported by the Council as a whole. Lord Hardinge took the opportunity of giving the Council an outline of the previous history and constitution of the Imperial Conferences in the past, and further expressed his personal satisfaction that it was in his power to accept the Resolution which he described as "very moderate and statesmanlike." After a debate in which most of the non-official members took part the Resolution was put and unanimously accepted.

On the 20th March, 1916, the Hon'ble Pandit Madan Mohan Malaviya moved a Resolution recommending the abolition of the system of indentured labour. His Excellency Lord Hardinge announced in reply that the Government of India had already taken the first steps towards the ultimate abolition of the system, and that the Secretary of State had replied that His Majesty's Government were entirely prepared to accept the policy of abolition recommended. His Excellency said it was a source of deep personal satisfaction to him that one of his last official acts was to be able to tell Council that he had been able to do something to ensure that Indians who desired to work as labourers in the tropical colonies could in future do so under happier conditions. His Excellency's announcement was received with great enthusiasm by the Council, and the Resolution was put and unanimously accepted.

On the following day a Resolution moved by the Hon'ble Sir Ibrahim Rahimtoola recommending the appointment of a Committee to consider and report what measures should be adopted for the development of industries in India was accepted by Government after an interesting debate.

Although the Legislative Department of the Government of India is in no way responsible for the drafting of Bills in local Councils, all legislative measures of this class are subjected to examination in this Department, both before they are introduced in the local Council, and before they receive the assent of His Excellency. This class of work is naturally increasing in view of the increase in the number of these minor legislatures. During Lord Hardinge's administration 149 Bills of local Councils received the assent of the Governor General.

Lord Hardinge, in the exercise of the power conferred by section 40 of the Indian Councils Act, 1861, refused assent to the Orissa Tenancy Bill, 1912, which was passed at a meeting of the Bengal Legislative Council on 27th March, 1912, four days before Bihar and Orissa became a province separate from Bengal. A Bill on similar lines and under the same title was re-introduced in, and passed by, the Bihar and Orissa Legislative Council in 1913, and assented to by His Excellency.

Turning to the work of the Legislative Department which is not directly connected with legislation, the number of references made on legal points showed a continuous tendency to increase during the years under review. The gradual increase is due to the general increase of work in the Government of India and to the tendency, which is daily growing, of regulating administrative matters by statutory rules and orders. The unusual increase in 1914 and 1915 can doubtless be referred to the fact that the war raised many legal points of great difficulty and urgency on which the Legislative Department advised without too strictly enforcing the ordinary rules of procedure. References of this class were often of so urgent and important a nature, that it would have been impossible to have required the Administrative Departments to pursue the usual course and make a reference to the Law Officers of the Crown.

The following important publications were issued by this Department Publications. during Lord Hardinge's administration :—

1. Index to Indian Statutes, being Volume II of the Chronological Tables and Index to the Indian Statutes.
2. A Collection of Statutes relating to India, Volumes I and II.
3. The Unrepealed General Acts of the Governor General in Council, Volume VII (1909-13).
4. The Baluchistan Code, 3rd Edition.
5. Legislation and Orders relating to the War.
6. The Assam Code, in two volumes.
7. General Statutory Rules and Orders in four volumes.
8. The Madras Code, in two volumes.

GENERAL.

During five years of the period under review Sir Ali Imam presided Constitution of the Department over the Legislative Department, and he was assisted by able coadjutors as Secretaries of the Department in the late Sir John Macpherson, Sir W. Vincent and Mr. Muddiman. Sir Ali Imam was succeeded on the 20th December, 1915, by Mr. G. R. Lowndes. Being necessarily brought into close contact with the non-official members of the Viceroy's Legislative Council, the maintenance of cordial and amicable relations with them is of first and supreme importance, and it is pleasant to record the fact that personal and official relations between the Legislative Department and the non-official members of the Council have invariably been those of friendly and helpful co-operation.

VIII

DEPARTMENT OF EDUCATION.

THE period under review will always be memorable for the impetus given during its course to education. Simultaneously with the Viceroy's assumption of office there came into being a new department in the Government of India. This, known as the Department of Education, was charged with the supervision of education, sanitation, local self-government, ecclesiastical matters, archaeology, museums, books, libraries and other minor matters. The liberation of these subjects from their combination with a host of others dealt with in the

Home Department secured them an importance and a measure of attention which it was otherwise impossible that they should attain. The first member to preside over this department was Sir Harcourt Butler, who remained the permanent incumbent of the post for nearly the full five years. At the close of the spring session of 1915, after he had been selected as prospective Lieutenant-Governor of Burma, he proceeded on six months' leave, and his duties were undertaken first by Mr. C. H. A. Hill and then by Mr. L. C. Porter. Sir Harcourt Butler returned to the department in September of that year and conducted the Benares Hindu University Bill through its final stages in the Legislative Council. At the end of October he proceeded to Burma and Sir Sankaran Nair took over the duties of Member for Education on the 2nd November 1915. Incidentally to the formation of the department in November 1910, the post of Director General of Education was abolished. Instead, a Secretary and a Joint Secretary were appointed, the latter specially charged with education. A general policy having been formulated and grants allotted for its execution, it was felt that personal discussion with Local Governments regarding further progress and development would be of assistance both to them and to the Government of India. The post of Joint Secretary was accordingly abolished in 1915, and in its place a post of Educational Commissioner was created with functions similar to those which had been possessed by the Director General.

During almost the whole of this period the duties of Joint Secretaries to the Education Department were very ably performed by Mr. Porter, C.S.I., and Mr. Sharp, C.S.I., of whom the latter was specially charged with the branch of the department relating to education.

The formation of this department was symptomatic of a more liberal policy towards the administrative matters which it embraced and of a recognition of their importance. This attitude was firmly maintained during the years 1910-1916. The figures of increase, whether of expenditure or of pupils, are impressive. The prevailing policy was widened and modified in several important particulars. Popular enthusiasm was evoked and considerable private endowments were secured.

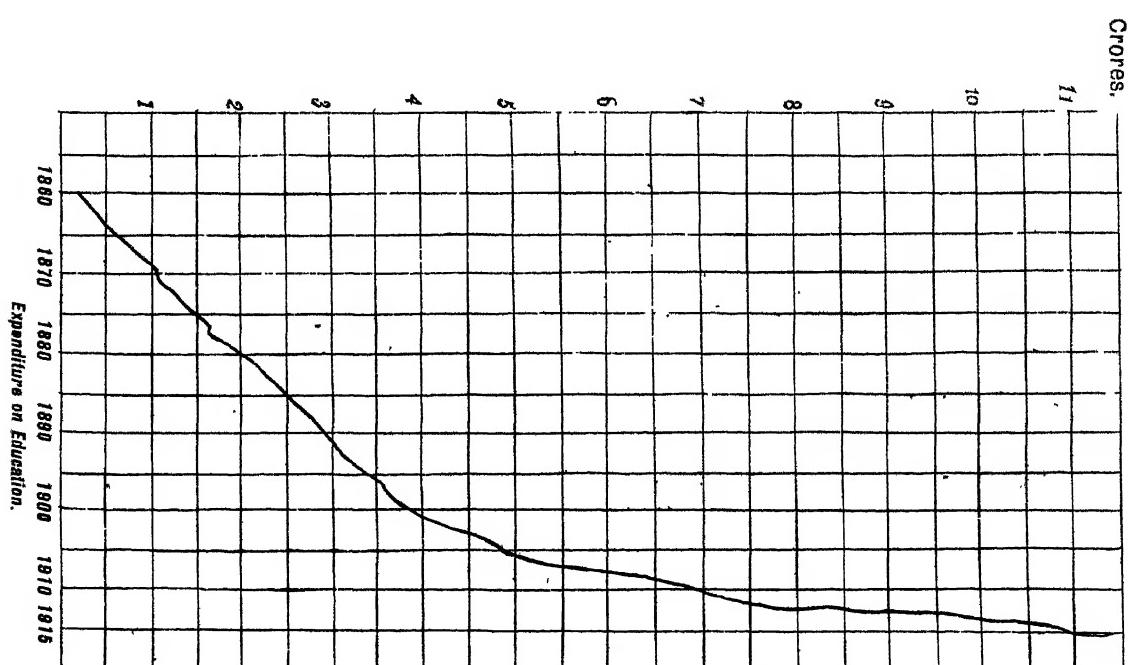
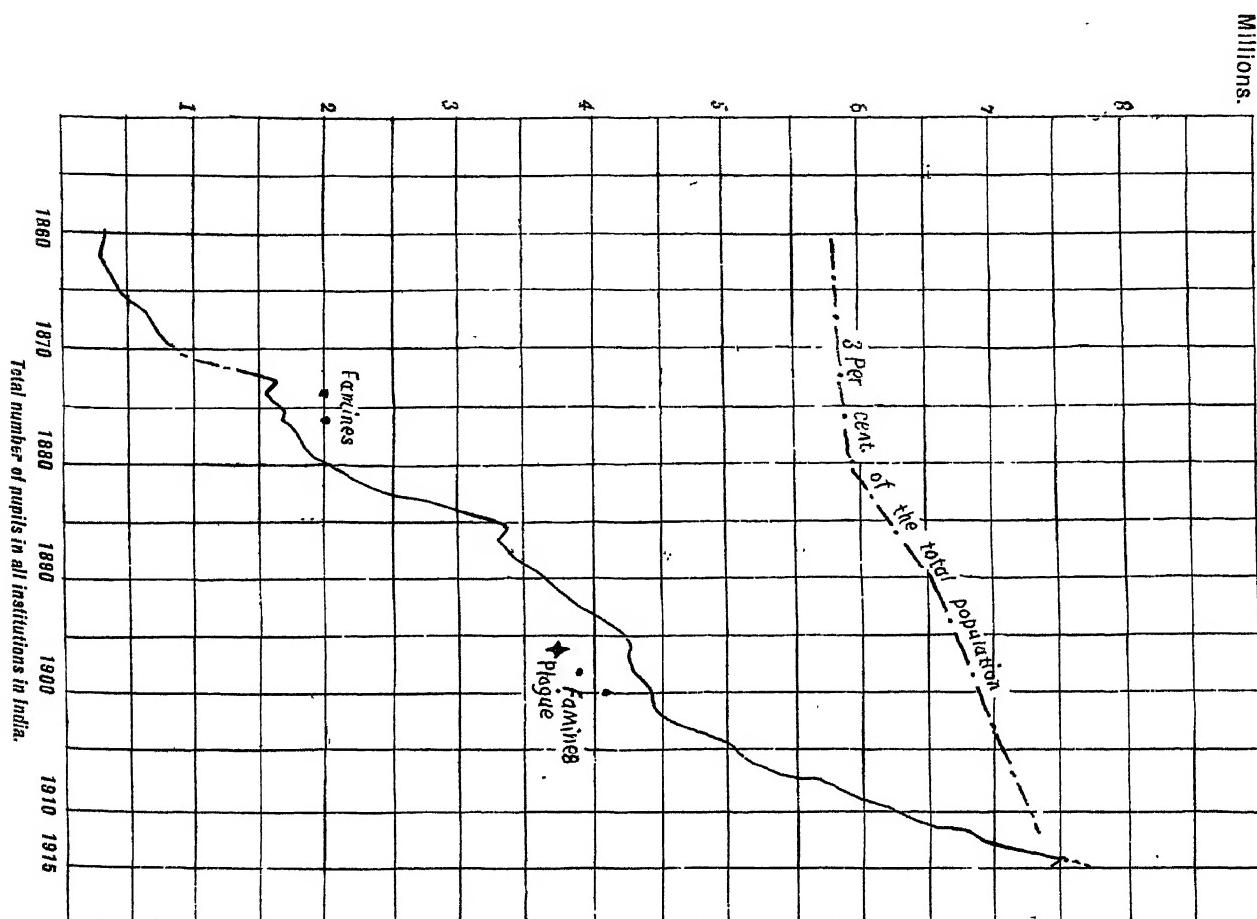
EDUCATION.

Statistical progress. From 1911 to 1915, additions of £3,227,000 (Rs. 4,84,17,000) non-recurring, and of £826,000 (Rs. 1,24,00,000) recurring were made available for education from Imperial revenues and allotted to Local Governments. Between 1910 and 1915 the annual expenditure rose from £4,578,400 (Rs. 6,86,76,000) to £7,278,000 (Rs. 10,91,70,000). For reasons explained in the next paragraph we should add to the last figure about 30 lakhs for certain Native States now excluded; so that the present total is for purposes of comparison about £7,478,000. Of this increase, amounting to about two and three quarters million sterling, over one and three quarters was contributed from public funds.

This liberal policy was accompanied by a large expansion in the number of pupils. The figures available for comparison are those of March 1910 and March 1915, since, at the time of writing, the year 1915-16 is only just closing. In 1910 the total of those at school or college was 6,203,305 or 17·1 per cent. of those of a school-going age. In 1915 it was 7,448,419 or 20·4 per cent.—namely 33·9 per cent. in the case of boys and 6·3 per cent. in the case of girls. While the percentages are correct (being calculated on the approximately correct totals of population) the actual increase shown is slightly misleading and should be greater than stated. For many years the anomalous system had been pursued of including among the educational figures for British India those of certain Native States. In 1915, with a view to producing a more consistent set of figures, this system was abolished and the returns were confined to those for British India. Hence the school population as shown in the returns for 1914 is actually greater than that shown in 1915, being 7,518,147 against 7,448,419. The reason is that the figures for 1914 included 107,759 square miles of territory, 12,164,874 of population, and 238,399 of pupils in public institutions alone (all belonging to Native States), which are excluded from the

figures for 1915. With the addition of these figures and of a rough calculation for the number of pupils in private institutions throughout Native States, and even allowing for no expansion in those States during the last year, we may safely put the figure (for purposes of comparison) at about 7,800,000 pupils.

These increases are shown in the diagrams below.



An increase in five years of two and three quarters million sterling in the annual educational expenditure and of one and a half millions in the school population is without parallel in India, so far as records are available. Combined with the figures of the sanitary grants, the increased expenditure is signal proof of a new era in Indian administration.

Progress in policy.

In addition to numerical progress, a solid advance was made in educational policy. This was not attempted until a series of conferences in 1911 and 1912 had taken the public into confidence in a manner not previously attempted. After this had been done, various reforms were promulgated, the ideas of many of which had for some time past been current in an unformulated condition. These were collected together in a resolution, dated the 21st February 1913, which has been published in book form as "Indian Educational Policy, 1913." It is impossible here to go over all the points of this exhaustive document. Allusion will be made to some of them in the succeeding pages. The chief matters enunciated were the following. The old system of affiliating universities, which had now become unwieldy, was to be gradually broken up into smaller units and strengthened, so far as possible, by the creation of degree-giving centres of learning where more importance should be attached to teaching than to examination and an academic atmosphere would become a reality. At the same time liberal grants to existing universities afforded a basis for research and higher instruction. The secondary school, overshadowed by an oppressive matriculation, was to be given a larger measure of elasticity and a more varied curriculum leading up to a school leaving certificate. Primary education was to receive a large expansion, made feasible by the allotment of liberal grants; and the meagre prospects of the village schoolmaster were to be improved (and indeed have already been improved) by a substantial increase of pay. Oriental learning was to be encouraged. Special impetus was given to the education of girls and of Muhammadans. Insistence was urged upon educational hygiene, medical inspection of schools and scholars, the importance of hostels and a general broadening of instruction on physical and moral as well as intellectual lines. Local Governments have responded by the creation of special staffs for medical inspection, etc. As a minor point it may be mentioned that the rates of scholarships (other than technical scholarships) tenable abroad were substantially raised and now amount to £250 a year in cases where the scholars reside at a college at Oxford or Cambridge, while two scholarships, tenable abroad, were created, one for Indian girls and the other for girls of the domiciled community. Far-reaching improvements had been contemplated in the conditions of certain of the educational services. The formation of the Royal Commission made it difficult to proceed with these. But temporary relief was given to certain members, first of the Provincial, and afterwards of the Indian Educational Services.

The succeeding paragraphs describe briefly the developments which took place during the years under review.

Universities and colleges.

In Universities and Colleges the period was marked by a noteworthy growth of activity of the number of students and of the money expended. The number of students in arts and professional colleges rose from 29,474 to 50,579, and the expenditure increased from Rs. 60,28,912 to Rs. 91,16,147. The universities continued to progress along the lines formulated in the Indian Universities Act of 1904. But that Act had not attempted to change the admittedly imperfect system of federal universities; and, though it had prescribed, it could not stimulate, university teaching. The Government of India decided on a bold advance along these two lines.

The federal system (deliberately copied from the model of the London University) had proved popular and in some respects suitable in a land of great distances and difficult communications. To the eye of the educationist it has many defects; to the eye of the public it is necessarily uninspiring. This latter characteristic (probably combined with a desire to break away from the beaten track and to secure easier standards) led a section of the Muhammadan community early in 1911 to enlist support and collect funds for a Moslem University with the famous college at Aligarh as its nucleus. The movement, headed by His Highness the Aga Khan, contemplated the affiliation of colleges in different provinces. The Government of India, when

approached by the promoters, supported the scheme. Perhaps partly owing to the disallowance of the affiliation proposals and without doubt largely owing to the unrest caused in the Moslem world by the Balkan wars and the participation of Turkey in the great war, the scheme passed into abeyance, though it was by no means relinquished. Meantime, spurred by this example, the Hindus started a scheme (built on the fragments of earlier and more nebulous proposals) for a similar university at Benares in connection with the Central Hindu College. They accepted (though not willingly) the restriction of the university's influence to that city and a reasonable measure of Government control. The bill for the incorporation of this university was introduced into the Imperial Legislative Council in March 1915. In September 1915, the bill was referred to a select committee and was finally passed on the 1st October 1915. Both these schemes had a denominational basis and included the study of theology as well as of Arabic or Sanskrit lore. But they also proposed to open their doors to all comers and offered a full secular course. At the present moment the Mussalmans are watching the progress of the Benares Hindu University before resuscitating their own scheme. The Foundation Stone of the new University at Benares was laid by the Viceroy in the presence of a distinguished assembly on the 4th February 1916.

But Government also initiated schemes of its own. The overgrown size of the Calcutta University and the undesirability of leaving Calcutta, with its temptations and its difficulties in the matter of residence and accommodation, as the sole university centre for Bengal, pointed to Dacca as a suitable place for initiating the experiment of a type of university new to India, and incidentally provided with special attractions for a mainly Muhammadan population. An elaborate scheme for a self-contained residential and teaching university at that place received the approval of the Secretary of State and will, it is hoped, soon come into being. Other schemes are in progress for universities at Patna, Rangoon and Nagpur, the first of which has been approved by the Secretary of State; and within the last few days of March 1916, a general scheme for constituting a university in Mysore has been sanctioned. In these the main motive is the breaking up of excessively large university areas and the identification of university and provincial spheres of jurisdiction, though here also the idea of developing along novel lines is present.

The Government of India have also made efforts to develop existing universities, especially as teaching bodies. For this purpose they have given to these bodies Rs. 43,00,000 non-recurring and Rs. 2,82,000 recurring. This has enabled the universities to obtain expert advisers, to found chairs for post-graduate study and to erect much-needed buildings. The chief recipient was the University of Calcutta, which obtained Rs. 22,00,000 non-recurring and (including the grant given during the time of Lord Minto) Rs. 1,28,000 recurring. Sir T. N. Palit and Sir Rash Behari Ghosh added an endowment of 25 lakhs. The erection of the Hardinge Hostel for students of the University Law College and the establishment of several permanent chairs (among which is a Hardinge Professorship of Higher Mathematics) were developments in the right direction. The Bombay University moved more cautiously and obtained the expert aid of Sir Alfred Hopkinson. A scheme was completed for the establishment of a Royal Institute of Science in Bombay city, towards which private benefactors contributed 26 lakhs; and a College of Commerce was opened. In the Universities of Madras, the Punjab and Allahabad, various advances have been made—the foundation of chairs, the engagement of temporary lecturers and advisers from England, the erection and equipment of libraries and other buildings, etc.

A significant incident was the establishment of the Islamia College at Peshawar erected and maintained from local contributions and liberal grants from Government. It is situated in sight of the Khyber pass, is frequented by students both from within and from without British territory and is a signal indication of the influence of the *pax Britannica* among the border tribes.

As Chancellor of the Calcutta University, Lord Hardinge attended four convocations and addressed three of them. At the convocation of March 1915, he announced a grant of 10 lakhs to be utilised by the university in the erection of hostels for its affiliated colleges in Calcutta.

Secondary education.

The Government of India had already in 1906 suggested improvement along certain general lines in the prevailing systems of secondary education. Most of the Local Governments had accordingly framed schemes of development. Several of these schemes were now either financed, approved or otherwise furthered. In Bombay, the United Provinces, and the Punjab, the pay of teachers was substantially improved. New and elaborate schemes received approval. The number of boy pupils rose from 783,840 to 1,011,203 and expenditure increased from Rs. 1,60,53,670 to Rs. 2,43,28,049.

In 1915 a superior school for sons of the well-to-do was opened in Bengal. It was provisionally located at Hastings House in Alipore, which was lent by the Government of India for this purpose. There is a movement for a similar institution to serve Upper India.

Primary education.

The problem of primary education is very different from that of secondary. This type of education does not in the main form an avenue to professional employment, and hence the same urgent demand does not arise for its expansion from the classes who principally benefit by it. But, from various motives, pleas are from time to time put forward by members of the middle class for free and compulsory elementary education. The question was brought up in the Imperial Legislative Council towards the close of Lord Minto's Viceroyalty. That of compulsion was revived in the form of a private bill by the late Mr. Gokhale in 1911. The bill was lost by a large majority in 1912. The official opposition to it was based mainly on the grounds that there was no popular demand for the measure, that the Local Governments were not in favour of it, and that the weight, though not the majority, of non-official opinion was hostile, while the idea of additional local taxation was generally disapproved. The bill was undoubtedly premature.

Instead, the Government decided to proceed along lines already accepted, but to quicken the pace and to improve as well as to expand. In the educational resolution the Government of India re-stated its policy in the following words : "The propositions that illiteracy must be broken down and that primary education has, in the present circumstances of India, a predominant claim upon the public funds, represent accepted policy no longer open to discussion. For financial and administrative reasons of decisive weight the Government of India have refused to recognise the principle of compulsory education ; but they desire the widest possible extension of primary education on a voluntary basis. As regards free elementary education the time has not yet arrived when it is practicable to dispense wholly with fees without injustice to the many villages, which are waiting for the provision of schools. The fees derived from those pupils who can pay them are now devoted to the maintenance and expansion of primary education, and a total remission of fees would involve to a certain extent a more prolonged postponement of the provision of schools in villages without them. In some provinces elementary education is already free and in the majority of provinces liberal provision is already made for giving free elementary instruction to those boys whose parents cannot afford to pay fees. Local Governments have been requested to extend the application of the principle of free elementary education amongst the poorer and more backward sections of the population. Further than this it is not possible at present to go." The resolution also stated that it was the desire and hope of the Government of India to see in the not distant future some 91,000 primary public schools added to the 100,000 which already existed for boys and to double the 4½ millions of pupils who were then receiving instruction in them.

In pursuance of this policy, grants of Rs. 94,85,000 non-recurring and Rs. 49,85,000 recurring were given by the Government of India for the improvement and expansion of elementary education. During the period, boys' schools have increased from 107,463 to 116,012, pupils in them from 4,168,246 to 4,888,019, and total expenditure from Rs. 1,65,32,568 to Rs. 2,30,51,184. The salaries of teachers have been enhanced in most of the provinces and facilities for training have been expanded—both most necessary reforms. Among details to which special attention has been given may be mentioned the education of children employed in factories or brought up on tea gardens.

The Government of India have given considerable grants for the training of teachers. The number of trained teachers has increased from 57,319 to 73,255. Law colleges have been improved, and a new college was opened at Gauhati. A fifth Medical College, King George's Medical College, Lucknow, was opened in 1912. It is equipped in a thoroughly up-to-date manner, is doing admirable work and fills a long felt want. The course of study is designed to satisfy the requirements of the M.B. examination, Allahabad. A School of Tropical Medicine was built in Calcutta. This is intended to afford post-graduate training in tropical medicine on lines somewhat similar to those of the schools of tropical medicine in England : of still greater importance, however, are the facilities that it will offer for research work, in material for which Calcutta is singularly rich. In Bombay considerable sums were expended upon the Bacteriological Laboratory at Parel to enable it to function also as a post-graduate school of tropical medicine and hygiene, and a College of Physicians and Surgeons was established ; the college grants licenses and diplomas to college students who are not up to university standard. A similar body designated the State Medical Faculty has been founded in Bengal. Both these institutions are intended to provide general practitioners with diplomas which will take the place of the L.M.S., a qualification that has now been abandoned by all the recognised universities except that of Madras. Medical Registration Acts were enforced in Bombay, Bengal, Madras and Burma ; similar measures for the Central Provinces, Bihar and Orissa, the United Provinces and the Punjab are now under consideration. Much needed improvements were effected in the training of Military Assistant Surgeons.

Earnest attention was devoted to the question of medical training for women. The Lady Hardinge Medical College, which is being built in Delhi, and which was opened in February 1916, is the most important achievement in this connection, and it can look forward with confidence to contributing largely to the welfare of India.

The demand continued to be expressed for increased facilities in technical and industrial education. But, though much care was bestowed on the subject, though the Government of India gave generous grants (including a single non-recurring grant in 1911 which alone amounted to nearly 16 lakhs) for this purpose and though new institutions were opened, there is not much alacrity displayed in utilising these opportunities save where the education naturally leads to employment under Government or local bodies. The principal event was the opening of the Indian Institute of Science at Bangalore in July 1911, with departments of general, organic and applied chemistry and electrical technology. Unfortunate differences occurred between the governing body and certain members of the staff ; but the Government of India, in addition to its original contribution of Rs. 87,500 a year, made special grants to the institute of Rs. 4,00,000. Another important incident was the renewal to the Secretary of State of the request (which he had previously rejected) for the establishment of a Technological Institute at Cawnpore. On this occasion a more modest scheme was proposed. It was sanctioned ; but difficulties have arisen about the recruitment of suitable staff ; and the Government of the United Provinces is generally reconsidering its policy in the matter of industrial education. Two enquiries of a general nature were set on foot. In England a committee presided over by Sir Theodore Morison considered the conditions under which the ten annual State technical scholarships are held outside India. In India Lieutenant-Colonel Atkinson and Mr. Dawson made an enquiry as to the means for bringing technical institutions into closer touch and more practical relations with employers of labour. The conclusion arrived at was that there is practically no opening for those who possess higher theoretical training, but that there is ample employment for the practically trained. Gratifying assurances of assistance were given by employers.

Special prominence was given to the subject of agricultural education at the meeting of the Board of Agriculture held at Coimbatore in December 1913 and extensive changes were carried out in the curricula of the Cawnpore, Coimbatore, Lyallpur, Nagpur and Sabour colleges. In most cases these

changes took the form of dividing the three years' course formerly prescribed into two courses, a preliminary practical course lasting for two years followed by a more advanced course also of two years' duration for those capable of following it.

During the period under review, the curricula of the Punjab and Bombay veterinary colleges were revised. A post-graduate course was added in both cases and the ordinary course at the Punjab college was extended from three to four years. Important additions were made to college staffs.

A separate course of two years' duration for probationers for the Provincial Forest Service was introduced at the Forest College, Dehra Dun, in November 1912. A college for the training of rangers in southern India was opened at Coimbatore in 1912.

Oriental studies.

One of the most important reforms contemplated by the Government of India was the resuscitation of oriental learning. The centre of gravity for Sanskrit and Arabic scholarship and research had shifted to Europe. The material in India was excellent but lacked organisation. In 1911, a conference was assembled at Simla to discuss the subject. The foundation of an Oriental Research Institute was recommended, somewhat on the lines of the schools at Hanoi and Vladivostok. The scheme was laid before the Secretary of State, who took exception to the idea of locating the institution at Delhi. The Government of India were convinced that if it were situated at Calcutta or at any other centre it would assume a provincial character. Nor were they willing to provide the funds for establishing it at any of these centres. Hence the scheme fell into abeyance. In other directions, however, considerable progress was made. Special chairs for Sanskrit research were founded in most of the universities. An institution known as the Princess of Wales Saraswati Bhawan was opened at Benares in connection with the Sanskrit College. The Government of India made a special grant to the Asiatic Society of Bengal to enable it to utilise the services of Dr. L. P. Tessitori, a learned Italian, in editing the bardic chronicles of Rajputana.

Education of girls and special classes.

In 1912, the Government of India gave a grant of 10 lakhs recurring for the education of girls and women. Considerable non-recurring grants were also made. The number under instruction increased from 830,175 to 1,126,650. Various schemes were framed in different provinces. The Government of India emphasised the fact that the immediate problem in the education of girls is one of social development. "The existing customs and ideas opposed to the education of girls (said the educational resolution) will require different handling in different parts of India." Hence the Government of India hesitated to lay down general lines of policy which might only hamper Local Governments and preferred to invite schemes. They suggested, however, that the education of girls should be practical, that it should be differentiated from that of boys, that special attention should be paid to hygiene and that the services of women should be more freely enlisted. In 1916 Local Governments were again addressed on the subject in connection with a deputation which waited on the Secretary of State in October 1915.

Improvements were carried out in the Chiefs' colleges and a scheme was set on foot for a higher college, probably to be situated at Delhi. The existing colleges are in reality schools, and higher (or truly collegiate) classes are held only at the Mayo College. Two meetings of Chiefs, political officers and educationists were held at Delhi to further the scheme. On each occasion Lord Hardinge delivered the opening address. Rs. 11,65,700 have already been collected or promised for the higher college.

The Government of India evinced their special interest in the domiciled community by assembling a large and representative conference at Simla in 1912 for the discussion of the education of Anglo-Indians. Many practical resolutions were passed and Imperial grants totalling Rs. 35,34,500 non-recurring and Rs. 7,44,900 recurring were made, which will materially assist in the working out of these schemes. During the five years under review the number of those at school increased from 32,400 to 38,674, and over 16 per cent. of the total Anglo-Indian community are now at school. Among special reforms carried out may be mentioned the improvement of the well-known Lawrence

schools, established for the benefit of soldiers' children, those at Sanawar and Mount Abu by Sir Henry Lawrence before the mutiny and those at Ootacamund and Murree in his memory at the conclusion of the mutiny. These schools received respectively Imperial recurring grants of Rs. 40,000, Rs. 6,900, Rs. 15,000 and Rs. 12,400 a year. That at Murree was also thoroughly re-organised by the efforts of the Government of the Punjab. Another incident which deserves mention was the disposal of Kidderpore House near Calcutta. This had formerly been the property of Mr. Barwell; it was purchased in 1798 by the Bengal Military Orphan Society, which had been founded a few years previously to provide for the maintenance of the children of officers dying in indigent circumstances. The Society's property was subsequently handed over to Government. The wards who were accommodated in the house gradually dwindled to a small number. It had long been apparent that the property should be put to some other use. Various methods of utilising it had been suggested. It was Lord Hardinge's wish that the object should be one not inconsistent with the existence on one portion of the property of St. Stephen's Church. The larger part of the land and the house itself were accordingly made over to the Calcutta Free School. The rest was put to other public uses. Finally it remains to say that, in 1911, the late Sir Robert Laidlaw initiated a private fund for the benefit of schools of the Protestant denominations. His own preliminary donation was £50,000. The fund now stands at £91,689.

In April 1913, the Government of India circularised the Local Governments in an important communication which analysed the reasons for the educational backwardness of the Muhammadan community and suggested remedies. The Local Governments have responded with various measures. The Government of India have given generous grants to the Islamia Colleges at Lahore and Peshawar and also to the Governments of Madras and the Central Provinces. The number of Muhammadans under instruction is now 1,725,451.

Such were the main lines along which educational progress was made during Lord Hardinge's Viceroyalty. During the concluding twenty months, the European war affected the financial position in India, and the rate of development attained during the preceding four years had to undergo some moderation. But though new grants were not forthcoming, the large recurring allotments which had already been given to the Local Governments were naturally continued, permitting a maintenance of advance, and the policy which had been decided on underwent no modification. The provincial Governments quietly pursued their programmes. The Government of India introduced, and the Legislative Council passed, an important bill which heralded in a new departure in university education. The impetus imparted by generous financial policy survived and, it may well be hoped, will prove sufficiently strong to bridge over the interval of time before fresh allotments become available.

SANITATION.

As in the matter of education, so in that of sanitation, a series of All-India Conferences was held, at which both official and non-official opinion was represented. These took place in 1911, 1912 and 1914 at Bombay, Madras and Lucknow. The proceedings were circulated to Local Governments and also assisted the Government of India in drawing up an exhaustive resolution, which issued in May 1914 and dealt with results achieved and future policy. Commencing from the formation of the new department, Imperial grants for sanitation were distributed to the amount of £2,708,266 (Rs. 4,06,24,000) non-recurring and £368,200 (Rs. 55,23,000) recurring. These sums were mainly made over to Local Governments. Thus a great impetus was given to sanitary measures. The capital grants rendered practicable the execution of sanitary projects which a few years ago seemed beyond the limits of financial possibility.

Owing to certain difficulties and in particular the divorce of research from clinical work which resulted from the separation of the offices of Director General of the Indian Medical Service and the Sanitary Commissioner with the Government of India, the question arose whether these two posts should be amalgamated. After full consideration with the Secretary of State, a compromise was reached, which, while retaining both offices, placed bacteriology

and medical research under the Director General, but left the Sanitary Commissioner in an independent position as regards all technical sanitary matters, placing him at the same time in regard to administrative questions and matters affecting the personnel of the services in the position of a staff officer to the Director General. The sanitary services throughout the country were reorganised; decentralisation of control was effected; the staff of Deputy Sanitary Commissioners was strengthened; a trained service of municipal health officers and sanitary inspectors was formed with the aid of liberal grants from Government revenues; the higher posts were thrown open to Indians, who now occupy nine of the twenty-five appointments of Deputy Sanitary Commissioners. Seventeen appointments were added to the bacteriological department, which was thrown open to officers outside the Indian Medical Service and (for the first time) to Indians of whom there are now four in the Department. An Indian Research Fund Association was established for "the prosecution and assistance of research, the propagation of knowledge and experimental measures generally in connection with the causation, mode of spread and prevention of communicable diseases." The fund receives an annual subsidy of five lakhs. Control is vested in a Governing Body assisted by an Advisory Board. Among its activities have been a study of yellow fever and the formulation of proposals for protecting India against the danger of its introduction from the Panama Canal, anti-malarial schemes, investigations into cholera, *kala azar*, dysentery, goitre, leprosy, tuberculosis, the pharmacology of the cinchona derivatives, the prevention of plague, the bacteriological examination of water, diabetes and the bionomics of the housefly. Grants were also given to the Calcutta and Bombay Schools of Tropical Medicine and to various other projects in connection with medical and sanitary research. Finally, the Association started a successful publication—the *Indian Journal of Medical Research*.

New developments. A new anti-rabies treatment was adopted in the Pasteur Institutes of India, and schemes for new Institutes (largely supported by private subscription) were sanctioned at Rangoon and Shillong. The former will, in addition, specialise in bacteriological and serological work, the latter in research into tropical diseases. The Government of the United Provinces introduced a scheme of travelling dispensaries for the purposes of bringing surgical and medical relief to villages and of combating malaria and plague. Itinerant dispensaries were also introduced in Madras, Bombay, Bengal and the Punjab. These have afforded relief and at the same time proved a means of educating the people in modern methods of preventing disease. Investigations into malaria were continued, malarial surveys carried out, special classes opened for instruction in malarial work, and grants-in-aid given from the Research Fund for anti-malarial projects. In spite of great financial and other difficulties, measures were taken to meet the increasing desire of the wealthier classes in cities to escape from insanitary surroundings. Some account of the Bombay Town-Planning Act will be given later. The Government of India are also collecting opinions on the provisions of Municipal Acts for dealing with insanitary areas, the possibility of fixing a standard of light and ventilation, the framing of adequate building regulations and the maintenance of a competent staff.

Pilgrimages. The supervision of pilgrim traffic and of pilgrim centres is an important item of sanitary work in India. Provincial committees, with the Imperial Sanitary Commissioner as President, were formed for enquiry into sanitary arrangements at the chief internal pilgrim centres, and a large grant has been allotted for the improvement of the famous pilgrim route to Badrinath and Kedarnath. Pilgrim centres in the United Provinces, Bihar and Orissa, Madras and Bombay have already been visited. As regards the Haj, the Turkish Government decided in 1911 to apply their passport regulations to Indian pilgrims. As this involved a serious and unpopular tax the British Government protested, but in vain. Legislation was undertaken and is under consideration with the object of improving the conditions under which the pilgrimage is made. Steps were also successfully taken to secure some elaboration of the rules regarding ships which carry Shiah pilgrims to Basrah. To relieve the congestion in Bombay, the port of Karachi was opened to pilgrim traffic to the Hedjaz. In 1913, the Government of Bombay proposed to give a monopoly of this traffic to a firm of standing on

certain conditions. Such a scheme would have been intensely unpopular; and it was not adopted. The war with Turkey gave rise to difficulties in connection with the Haj. The Government of India in spite of the war decided to permit the Haj though on a restricted scale, and did all they could to ensure the comfort of pilgrims by permitting consignments of food to be shipped to Jeddah and by other means. At the same time, intending pilgrims were warned of the dangers involved in the journey; and some of the Mussalman Chiefs strongly discouraged the pilgrimage. The Mussalmans acted with good sense in the matter and the number of pilgrims fell substantially. A constantly recurring trouble is the stranding of indigent pilgrims in the Hedjaz. So far the Government of India have refused, in deference to the feelings of important sections of the Mussalman community, to sanction any system involving compulsory return tickets. In 1913, local Haj Committees were established in most provinces with a view to their repatriation and for the dissemination of information regarding rates of passage, expenses, etc.; a grant was made for the repatriation of a certain number of pilgrims; a grant of one lakh was promised for the same purpose if the Mussalman community raised an equal sum; and, after the outbreak of war, British ships, sailing under special guarantee, brought back the majority of the pilgrims.

LOCAL SELF-GOVERNMENT.

The policy of the period aimed at improvement of administration in urban Policy. and rural areas, and at a reasonable measure of devolution along the lines suggested by the Royal Commission on Decentralisation. It was summed up in an important resolution which issued in April 1915. The hope was there expressed that the declaration of policy would lead to progress without hampering Local Governments or fettering local self-government. "It is designed (the resolution added) to mark a definite advance in devolution and political education. His Excellency in Council trusts that it will be interpreted in the spirit in which it is framed, a spirit of prudent boldness, calculating risks but not afraid to take them in the cause of progress."

The City of Bombay Improvement Trust had been in existence since 1898. Improvements in urban areas. Up to the end of 1913-14, it had expended a sum of nearly three and three quarters million sterling on various schemes, including the development of building estates. Funds were provided from rents of vacant Government and municipal lands, from an Imperial grant and from other sources. Roads were broadened, slum-areas were abolished and accommodation was provided for the poorer classes. A draft bill is under consideration for the levy of a surtax on transfer of property with a view to increasing the resources of the Trust. In 1911, legislation was undertaken in Bengal which resulted in the formation in January 1912 of a similar Improvement Trust for Calcutta. This Trust has commenced its operations, financed through local taxation, municipal contributions, and, from Imperial revenues, through a lump grant of 50 lakhs and an annual allotment of $1\frac{1}{2}$ lakhs for 60 years,

The improvement of Simla had formed the object of various schemes and allotments since 1898. These however had not been fully successful, especially as regards the abolition of insanitary and congested areas. Hence the Government of India, in consultation with that of the Punjab, appointed a committee in 1914. The projects recommended in its report are under consideration. They involve an expenditure of 47·76 lakhs and, if carried out, will result in substantial improvements, sanitary and other, in the summer capital of these two Governments.

The amelioration of conditions among the half million villages of British Improvements in rural areas. India is largely a question of placing funds in the hands of the local authorities, i.e., the rural boards. The main source of income possessed by these boards is a cess upon agricultural land. In Bengal, the United Provinces, Bihar and Orissa, the Punjab and the North-West Frontier Province, a portion of this cess had been appropriated by the Local Governments. The Royal Commission had recommended the surrender of this portion to the boards. This reform was carried out in 1913, and, in order to compensate Local Governments, recurring

assignments of over half a million sterling, or, to be precise, Rs. 82,33,000, were made from Imperial to provincial revenues. This relief will enable rural boards to spend larger sums on education, sanitation, public works, etc. Another measure of relief, carried through in 1914-15, was the remission of the cost to local bodies of services which could properly be performed only by Government servants. This involved an Imperial assignment of £40,000 a year, exclusive of an annual allotment of half a lakh to the Corporation of Madras for similar services. The resources of rural boards were yet further enhanced by extending to other Local Governments the permission (previously possessed by that of Madras) to empower their boards by legislation to levy a small extra land cess for the development of light railways and tramways. This measure will open up land-locked tracts and create a new source of revenue for the boards. In this connection the Government of India have approved a Bill to amend the Punjab District Boards Act.

Legislation.

Numerous measures of legislation were undertaken. The newly constituted council of Assam passed a Local Self-Government Act, legalising the constitution and functions of local boards. It also published a draft resolution for the consolidation and improvement of the municipal law in that province. The Government of India approved a draft municipal bill for the United Provinces, which contains various measures of decentralisation. They also generally approved an important bill to amend and consolidate the Calcutta Municipal Act, with a view to ensuring larger popular representation on the corporation, and separating the official executive authority from the elected head of the guiding and legislative body. The Punjab Municipal Act was amended with a view to promoting the efficiency of urban administration. A law was passed to provide for the framing and execution of town-planning schemes in the Bombay Presidency. A draft bill to amend the Assam Local Self-Government Act has been approved so as to provide for the construction of private tramways on public roads. Legislation is also under consideration for checking the adulteration of food and drugs—a subject which was first discussed at the sanitary conference of 1911.

Taxation.

As the result of enquiry by a committee appointed in 1908 by the Government of the United Provinces, it was decided that the collection of octroi as a means of raising municipal funds had many objections. The Government of India accepted the principle that a system of light terminal taxes (already prevalent in a few large towns) might be substituted. They insisted however on certain conditions, of which the principal was that this system should be regarded as a means of transition to a larger employment of forms of direct taxation. Terminal taxes were introduced in various towns, and negotiations are proceeding with a view to inducing railway companies to undertake the collection of the tax—a method which already prevails at certain centres and which will make for simplicity of collection.

ECCLESIASTICAL.

In 1911 an important resolution was issued on the question of the arrangements to be made for Presbyterian and Wesleyan services for troops in those military stations in India in which the only or principal church has been consecrated for Anglican services. Military stations have been placed in three classes and in certain circumstances churches and church rooms will be provided for Church of Scotland and Wesleyan services. In 1913, Bishop Lefroy, who in that year succeeded Bishop Copleston as Metropolitan in India and Ceylon, desired to reopen the question of the change of that title to Archbishop, but the Government of India after correspondence with the Secretary of State and the Local Governments decided to postpone its consideration. Assistant Bishoprics were created in Assam and in Madras. The latter (without independent jurisdiction) was held by the Reverend V. S. Azariah—the first Indian to become a Bishop of the Anglican Communion. A memorial of certain chaplains of the Churches of England and Scotland, asking for a shorter period of qualifying service and graduated pensions was partially supported to the Secretary of State, but rejected by him, though the probationary period will be

reduced. The improvement and extension of churches was encouraged by the allotment of grants and, in especial, orders were passed for the construction or enlargement of Presbyterian churches. As to legislation, the Indian Divorce Act of 1869 was amended so as to apply to marriages of Christian converts solemnised by non-Christian rites, provided both parties are Christians and that the causes for divorce arise subsequent to conversion.

ARCHÆOLOGY AND EPIGRAPHY.

Save for a few months, Sir John Marshall was in charge of this department during the period. The staff was increased. Special encouragement was given to Indians by the addition of a number of new scholarships for the study of archæology, architecture and (by means of a special scholarship tenable in England) for archæological chemistry. For the first time an Indian (Mr. Bhandarkar) was appointed a Superintendent of a Circle.

The conservation of monuments was stimulated by the Coronation Durbar, the Queen's visit to Agra and generous allotments of money. Great as had been the improvements initiated by Lord Curzon, the visitor to Delhi will now find the fort of Shahjehan transformed by the restoration of the Hayat Baksh garden and other changes and excavations. The surroundings of the Qutb Minar have been rendered worthy of one of the most impressive monuments of the East. Humayun's tomb, the Purana Qila, Isa Khan's tomb, and Ferozshah Kotla have received careful repair and their surroundings have been beautified. Conservation works have also been carried out at the tombs of the Moghal Empress Nur Jehan at Lahore and of Sivaji at Raigarh, at the Elephanta caves, at the Jami Masjid at Srinagar and at the Dhumekh Stupa of Sarnath, where an exquisite museum now enshrines some of the choicest relics of Buddhist art.

Sir Aurel Stein resumed his now famous explorations in Central Asia. His latest expedition commenced in August 1913 and closed in February 1916. It is expected to be rich in results. Facilities have been provided for the arrangement of his new collection and the completion of the report of his earlier discoveries. The question of the division of the previous Stein collection has been considered in consultation with the Secretary of State. The greater part of this important collection will eventually be returned to and retained in India.

The main works of excavation that were carried out were at Taxila, where considerable light was thrown on the history of the Parthian, Scythian and Kushan dynasties, at Pataliputra, where a pillared hall of the Mauryan kings was unearthed and further valuable discoveries are anticipated; and at the famous Tope of Sanchi. The second of these works marks a new departure. It was undertaken on behalf of Mr. Ratan Tata, who public-spiritedly undertook the cost of excavation on condition that Government would meet the salary of the officers employed to superintend. An interesting discovery was made at Taxila in January 1916 of certain Buddhist relics and has attracted considerable attention.

The Conference of Orientalists which has already been mentioned advised on archæology, epigraphy, the collection of manuscripts and the organisation of archæological sections of museums. The archæological section of the Indian museum was reorganised and rehoused; and, in view of the growing work connected with collections, new arrangements were made for its supervision. In some museums separate assistants have been suggested or appointed. As regards epigraphy, proposals are under consideration for collecting and publishing local material. The decipherment and publication of certain Talaing inscriptions was undertaken. A wider distribution was given to archæological reports. An interesting departure was the collection of data and photographs, undertaken by Mr. Gordon Sanderson (since killed at the front) of types of modern Indian buildings, with particulars of the names, addresses and local rates of remuneration of the principal craftsmen. This

work was undertaken at the suggestion of the India Society, to which the results have been transmitted, together with a note by the Consulting Architect to the Government of India regarding the question of employing Indian talent in connection with the construction of the new capital. A resolution was issued on Archaeology in October 1915, together with a note by the Director General of Archaeology, surveying the work of the Archaeological Department in some detail. The resolution after referring to the principal developments of the past five years proceeds to lay stress on the employment of Indians in archaeological work and the development of museums on scientific lines.

MUSEUMS.

The Government of India increased its annual grant to the zoological and anthropological section of the Indian museum and financially assisted the Bombay Natural History Society in carrying out a survey of the mammals of India. A zoologist was attached to the Abor expedition. At the instance of the conference of Orientalists, arrangements were made for using the Indian museum for educational purposes—research by students in the university and the delivery of popular lectures. A proposal is being worked out for the establishment of a comprehensive museum in Delhi devoted mainly to ethnology, archaeology and modern arts and crafts. The Secretary of State was addressed on the constitution of a zoological survey. Such a survey would remain intimately connected with the Indian museum but would at the same time constitute a separate scientific department of Government, working in collaboration with the Forests and Agricultural Department and officers of the Local Governments. In January 1912, the second All-India Museums Conference was held in Madras and attended by representatives from various parts of India. Action has been taken on certain of the more important resolutions passed.

MISCELLANEOUS MATTERS.

Census.

On the night of the 10th March 1911, the fourth general census of India was taken. The results, which varied only by .05 per cent. from the final totals, were published nine days later and showed (including Native States) a population of 315,156,396 souls. The report was of peculiar interest, containing as it does an analysis of age statistics and an estimate of the rates of mortality.

Books and publications.

Under this head there is little to record. Grants were continued in aid of useful publications and aid accorded in the cataloguing of manuscripts and other literature. The English Copyright Act of 1911 was extended to British India and in 1914, an Indian Copyright Act was passed in the Imperial Legislative Council. The new copyright legislation extends the scope and terms of copyright and abolishes the formality of registration. In 1913, India acceded to the Berlin Copyright Convention.

Language examinations.

Steps were taken to encourage the study of oriental languages. New and more liberal rules were framed, admitting a larger number of officers to the tests, raising the rewards, extending the time limits and offering other inducements. Proposals are also being considered for the decentralisation of certain examinations which at present (save as regards the Madras and Bombay Presidencies) are conducted at Calcutta by the Board of Examiners.

GENERAL.

Personnel.

It may be claimed without fear of contradiction that during the period in question, the new Department of Education, under the able direction of Sir Harcourt Butler and Sir Sankaran Nair, justified its creation and existence. Material progress has been made in the advancement of education and sanitation throughout India, although what has been achieved is small in comparison with what is still needed.

Mention should also be made of the successful efforts of Sir John Marshall in the protection and conservation of ancient monuments of which India possesses an unrivalled and never ending collection.

IX

ARMY DEPARTMENT.

BOTH political and financial considerations have had so important a bearing on military administration during the period under review that a brief retrospect seems necessary.

Lord Kitchener, in 1903-04, submitted extensive schemes for the redistribution and reorganization of the army in India, and its preparation for war. It was found possible at that time to provide the large sums necessary to carry out many of the important improvements advocated. Briefly stated, the main idea underlying the schemes put forward was the provision of a Field Army of sufficient strength to meet what was then held to be the maximum danger that threatened. A considerable reduction in the troops assigned to internal defence was involved, which reduction was held to be justified since the improved communications of the country would permit of the concentration of previously scattered detachments.

Before Lord Kitchener's schemes were carried to completion, political and financial considerations demanded a change in policy. The intention had been to complete the schemes within five years. In consequence of the recommendations of the Mowatt Committee assembled in 1907, it was, however, decided to delay their completion, and subsequently certain measures involving expenditure were abandoned. Lord Minto's Government, in a despatch of the 2nd September 1909, recognised that "the enemies whom we must, for the present, be prepared to face are more likely to be Asiatics than Europeans." They, however, adhered to the necessity for a Field Army of the same strength as that advocated by Lord Kitchener. Thus, when Lord Hardinge arrived in India, the schemes prepared by Lord Kitchener still held the field subject to certain modifications.

Prior to this date the more recent policy with regard to Lord Kitchener's schemes had been mainly initiated at Home. No searching enquiry had been instituted in India to discover whether from a political point of view a continuance of the previously accepted policy was still necessary. Towards the end of the year 1910, there were indications that owing to the impending loss of revenue from opium the financial situation might soon demand measures of greater economy, and the question came under the consideration of the Government of India on the 6th January 1911, when it was decided that, since the political situation no longer necessitated the maintenance of a field army to meet the armies of a first-class Power, a reduction of military expenditure might be effected.

The Commander-in-Chief, Sir O'Moore Creagh, then undertook to make a thorough examination of the whole question, and asked for six months within which to complete it. In a Memorandum, dated 2nd February, the Viceroy drew attention to the great changes that had taken place in the political situation of India through the alliance with Japan and the agreement with Russia, and suggested that economies in military expenditure might be possible. In July 1911 Sir O'Moore Creagh forwarded to Government a Memorandum giving his opinion upon the requirements of the Army.

In criticising this Memorandum, the Viceroy again referred to the important bearing which certain changes in the political situation, notably that resulting from the Anglo-Japanese Alliance, had upon the question; and also laid stress on the importance of reconsidering the arrangements for internal security. He drew attention to the advantage of reviewing the military position in India, from time to time, to meet a varying political situation; and in order that a military scheme might be prepared which would meet actual requirements within the margin of the military budget that the country is able to afford, suggested the assembly of a strong Committee, with Field Marshal Lord Nicholson as President. A recommendation based on the above considerations was made to the Secretary of State. In the meantime, a small

Committee was assembled in October 1911, under Sir Percy Lake, the Chief of the General Staff, for the purpose of examining and recommending possible reductions in military expenditure. A Committee with Admiral Sir Edmond Slade as President was also convened to enquire into the administration and work of the Royal Indian Marine, with a view to ascertain whether it was possible to effect economy combined with greater efficiency in the working of that service. This Committee submitted its report in March 1912. Many useful suggestions were made and acted upon; but the main recommendations relating to the retention of the transports "Dufferin," "Hardinge" and "Northbrook," and to the future of the dockyards at Bombay and Kidderpore, were deferred for later consideration.

Lord Nicholson's Committee.

The proposals of the Government of India for the assembly of Lord Nicholson's Committee received the sanction of the Secretary of State in January 1912, and the Committee commenced its sittings in the following April, under the designation of "The Army in India Committee." Its Members were — Lieutenant-General Sir Percy Lake, Lieutenant-General Sir Robert Scallan, and Sir William Meyer. The Committee were required to carry out a comprehensive survey of the various circumstances requiring the use of military force which might arise out of the external and internal situation in India under the conditions which then existed or might probably arise during the next few years; to consider and report on the numbers and constitution of the armed force which should be maintained in India to meet these obligations, and whether any, and if so what, measures for the reduction of military expenditure were compatible with the efficient maintenance of that force. The members of the Committee were divided in their opinions on many points, with the result that two separate reports, *viz.*, a Majority and a Minority Report, were submitted to the Government of India in March and April 1913, respectively. The Committee were, however, unanimously of opinion that the arrangements for internal security required strengthening, and that a force less than that hitherto considered necessary would suffice to meet any external contingency likely to arise in the early future. The Government of India accepted the recommendations of the majority of the Committee in regard to the strength of the forces to be allotted respectively to meet external contingencies and to maintain internal security.

The Committee also made many recommendations on various important matters connected with organisation and military finance. Sir Beauchamp Duff succeeded Sir O'Moore Creagh as Commander-in-Chief in March 1914, and the proposals of the Committee were still under consideration when, in August 1914, war with Germany and Austria-Hungary broke out. The despatch of various Expeditionary Forces, first to France, and subsequently to East Africa, Egypt, and Mesopotamia, altered the conditions existing in India at the time of the assembly of the Army in India Committee. It was recognised that the after-effects of a great war on policy, finance, and military questions generally would inevitably render it necessary to reconsider many of the recommendations made. The increase of work consequent on a state of war, moreover, left no time available to devote to questions such as those raised by the Committee. Further consideration of the Committee's reports was therefore postponed.

Forces despatched from India.

In August—September 1914, the Indian Expeditionary Force "A" composed of an Indian Army Corps of two Divisions under the command of Sir James Willcocks, and one Cavalry Division, was despatched to France, and a second Cavalry Division was sent to join this force in the following November. In September, a small expeditionary force was sent to Mombasa as a reinforcement for British East Africa, and in October, this was followed by the Indian Expeditionary Force "B" consisting of two Infantry Brigades.

In October, when it became apparent that Turkey was about to commence hostilities, an expeditionary force from India was sent to Mesopotamia; this force, which was known as the Indian Expeditionary Force "D," was originally under the command of Sir Arthur Barrett, and consisted of one Division. It was subsequently increased to an Army Corps, composed of one Cavalry Brigade and two Divisions with Corps troops, the whole being placed under Sir John Nixon. In the same month, the Indian Expeditionary Force "E" consisting of an Imperial Service Cavalry and Infantry Brigade and 5 battalions of Indian

Infantry, was despatched to Egypt ; and in November, four more Infantry Brigades were added to this force.

In addition to the above organised forces, 15 batteries of Artillery and 32 battalions of British Infantry were sent to England. A battalion of Indian Infantry was sent to the Cameroons and another to Mauritius, and two battalions to the Persian Gulf. Indian troops also co-operated with the Japanese at the capture of Tsingtau in November 1914 and rendered valuable assistance. Approximately 74,000 British officers and men and 200,000 Indian officers and men were despatched overseas, inclusive of drafts and reinforcements ; and it was found necessary, in order to meet the heavy demands for troops overseas, to reduce materially the force allotted to internal defence below the strength fixed on the recommendation of the Army in India Committee.

In order to compensate in some measure for the reduction in numbers, armoured motor car units, armoured trains, and mechanical transport companies were organised. A scheme was also prepared for armouring a certain number of privately owned cars, which, should the necessity arise, could be utilised for military purposes.

Intimately connected with the question of both external and internal security is that of good communications. On the North-West Frontier a narrow gauge railway had been completed in June 1913 from Kalabagh on the river Indus to Bannu, connected by a ferry with the Indian railway system at Mari ; a branch line from Lakhi to Tank is nearing completion. The road from Jamrud to Landi Khana, through the Khyber Pass, was metalled and doubled throughout. On the North-East Frontier also, material progress in the improvement of road communications was made, particularly in the Abor country, the Lohit Valley, the districts north of Myitkyina, and eastwards towards Hsipaw. An important improvement in communications was the construction of wireless stations, scattered throughout the country, in order that communication between the various important centres might be rendered independent of the telegraph. A system of wireless stations was also introduced along the North-West Frontier.

The forces despatched to Europe and Egypt passed on their arrival at their destinations from the control of the Government of India. The Indian Expeditionary Force under Sir J. Willcocks entered the fighting line in Flanders in October 1914, and in a despatch dated the 20th November, Sir John French corroborated the report of their commander which described the conduct and bearing of the troops in strange and new surroundings as highly satisfactory. In a later despatch, dated the 2nd February 1915, after describing the severe fighting in which the Meerut and Lahore Divisions took part in December, Sir John French remarked that the Indian troops had fought with the utmost steadfastness and gallantry whenever called upon. In February 1915, the Germans made several attempts to get through all along the line. A particularly vigorous attempt was made on the 17th February against the trenches held by the Indian Corps, but was brilliantly repulsed. About this time arrangements were made in pursuance of which the various units of the Indian Cavalry Corps were enabled to take their turn in the trenches. In March the Indian Corps took a prominent part in the attack on the enemy's position at Neuve Chapelle. In April they assisted in repelling the violent German attacks on Ypres and took part in the successful advance at Festubert ; operations which were of a particularly difficult and arduous nature. In June, the 1st Indian Cavalry Division distinguished itself in repelling a second determined attack on the salient at Ypres. On the 25th September the Indian Corps took its share in the great battle that resulted in a substantial advance of the British line in the neighbourhood of Loos.

It is obvious that heavy casualties were involved in the severe operations of which the above is but a brief outline. The winter campaign of 1914-15 with its unceasing trench warfare was a hard test on troops unaccustomed to the rigours of a western climate. There were casualties also to be replaced in Egypt, the Dardanelles, East Africa, and Mesopotamia. Great and continued exertions were made to meet the requirements of the various forces, and at the same time to keep units in India at the necessary strength. Between September 1914 and October 1915, some 50,000 Indian troops were sent

Measures to facilitate internal defence.

The Indian Expeditionary Force in Flanders.

overseas as reinforcements. Recruiting exceeded the most sanguine expectations. In thirteen months 105,000 recruits were enlisted, the average of five preceding years for the same period having been about 15,000. Of the various classes the Sikhs, Punjabi Mahomedans, Gurkhas, Garhwalis, and Jats, responded strikingly to the call.

The further co-operation of India in respect to Force "B", despatched to East Africa, was limited to the supply of personnel, transport, equipment, and ships.

The Expeditionary Force in Mesopotamia.

The direction of the expedition to Mesopotamia until February 1916 vested in the Government of India subject to the control of the Secretary of State. Hostilities with Turkey commenced on the 31st October, and a force was ordered to seize the mouth of the Shat-al-Arab and to protect the oil refineries on that river. This was successfully accomplished on the 6th November. The remainder of the 6th Division was promptly despatched to reinforce the brigade which had already made good the landing, and Basrah was captured on the 23rd November, followed on the 9th December by the occupation of Qurnah.

The arrival of troops from Constantinople enabled the Turks to undertake offensive operations with a view to the recapture of Basrah. This necessitated the despatch of reinforcements to Mesopotamia, and shortly after this was accomplished the Turks were decisively defeated near Sha'aibah on the 14th April 1915. Following on this victory, operations were undertaken to clear Arabistan of the enemy and to render the oil pipe-line secure; these operations were successfully completed by the 24th May 1915. An advance up the Tigris to Amarah was then carried out, and that place was occupied on the 3rd June. Nasiriyah, on the Euphrates, was captured on the 24th July, and a further advance was made up the Tigris resulting in the capture of Kut-al-Amarah.

The enemy retired from Kut-al-Amarah to a prepared position at Ctesiphon, and reinforcements, supplies and transport were then collected preparatory to a further advance. About the middle of November the advance was resumed and on November 22nd the Turkish position was carried. The enemy, however, received large reinforcements, and this necessitated a withdrawal to Kut-al-Amarah, where a strong position was occupied and measures taken to withstand a siege until the arrival of relief. The concentration of additional reinforcements took place at Ali-al-Gharbi, 63 miles down the Tigris from Kut-al-Amarah, and our troops advanced taking Shaikh Sa'ad on January 7th, and the Wadi Nullah on January 13th after severe fighting. Sir John Nixon was compelled, owing to ill-health, to relinquish the supreme command, and proceed to England; he was succeeded on January 19th by Lieutenant-General Sir Percy Lake. Our troops attacked the Turkish position at Umm-al-Hannah on January 23rd, but, hampered by floods and rain, were unable to push home the assault. The troops were, therefore, ordered to hold their own position pending better weather and the arrival of further reinforcements.

There was a period of quiet up to February 22nd, when the enemy's main camp on the left bank of the Tigris was bombarded from the opposite side of the river. The enemy were surprised and lost heavily. The next day operations were continued with the object of obtaining a forward position on the right bank, whence to bring reverse fire to bear on the Turkish trenches.

On the 8th of March the right of the Turkish position on the right bank at Es Sinn was attacked; but the position, strengthened by redoubts, could not be carried, and the troops, owing to lack of water, fell back on the river.

On the Euphrates line, on February 7th, a column which had advanced some 12 miles up the Shatt-al-Hai from Nasiriyah, was withdrawn, and during the retirement was treacherously attacked by Arabs, who were very severely punished.

Operations at Aden.

Minor operations were undertaken by the Government of India in the neighbourhood of Aden. With the co-operation of the Navy a landing was effected at Shaikh Said on the 10th November 1914 and the Turkish forts and guns destroyed, after which the British force was withdrawn. On the 8th and 9th June 1915, the islands of Harnish, Kamaran, and Zukar, in the Red Sea, were occupied without opposition. In July 1915, a Turkish force threatened Lahej and a part of the Aden Movable Column moved out to forestall it, but,

in face of greatly superior numbers, was obliged to withdraw to Aden. A brigade under Major-General Younghusband was despatched from Egypt temporarily, but was withdrawn when arrangements were made permitting of the occupation of a secure position at Shaikh Othman.

Up to the outbreak of war, there were no operations of any importance on the North-West Frontier. During the period when troops were being despatched overseas every effort was made, for political and strategical reasons, to ensure that there should be as few movements as possible of units on this frontier, and when the movement of units was unavoidable it was arranged that the relieving units should arrive before those to be relieved left their stations. Notwithstanding these precautions, the tribesmen were under the impression that nearly all the troops were withdrawn from the areas bordering on the North-West Frontier, with the result that seven sporadic attacks were made by them. Of these, three were made in the Tochi Valley by the Khostwals, against Miranshah on the 29th November 1914, against Spina Khaisora on the 7th January 1915, and again against Miranshah on the 26th March 1915. The remaining four attacks were on the Peshawar border, by the Mohmands at Hafiz Khor on the 18th April, by the Bunerwals at Rustam on the 17th August, by the Swatis at Landakai on the 29th August, and again by the Mohmands at Hafiz Khor on the 5th September 1915. All these attacks were effectively dealt with. The policy adopted was to limit operations within our own border. The inroads of the tribes permitted of the infliction on them of severe defeats without the necessity of movement into tribal territory.

On the North-East Frontier the only military operation of any importance was the Abor Expedition, sent in October 1911, to punish the inhabitants for the murder of Mr. Williamson and Dr. Gregorson in March of that year. Active operations ceased on the complete submission of the Abors at the end of November 1911.

On the frontier of Burma, Hpimaw was occupied without opposition on the 1st February 1913, and Putao, the capital of the Shan State of Hkamti Long, on the 6th February 1914.

A prominent feature of the period 1910—15 was the great addition to geographical knowledge of the North-East Frontier; tens of thousands of square miles of unknown country were surveyed, friendly relations were established with remote tribes and the foundation laid for the development of a region hitherto neglected. These important results were achieved partly by the despatch of political missions and tours, and partly by the efforts of individual travellers.

Among travels by individual explorers the most important were those by Captain Pritchard in 1911-12-13, and those by Captain Bailey in 1911 and 1912-13.

In the Persian Gulf the Arms Traffic operations were carried on until early in August 1914 when the blockade was raised.

Although the military budget was never less than nineteen and a half millions, financial considerations, as already indicated, necessitated a policy of restricted military expenditure during the earlier portion of Lord Hardinge's administration. It was also clearly desirable that no important measures which would introduce changes involving expenditure should be pushed on pending the deliberations of the Army in India Committee. Latterly the war has created an urgent need for economy, necessitating the postponement of all measures not directly connected with its requirements. Considerable progress towards efficiency was, however, made in many directions, more especially in the provision and improvement of war *matériel*. In 1911 it was decided to carry out a rearmament of artillery, six field batteries armed with 18-pr. Q.-F. guns and three armed with 5" howitzers being gradually rearmed with a new 4·5" Q.-F. howitzer; 13 mountain batteries were to receive 2·5" guns on Q.-F. carriages and 7 a new 3·7" mountain howitzer. An expensive scheme for the improvement of coast and frontier defences, which was sanctioned in 1903, was gradually proceeded with. In order to rearm the majority of the units in India with charger-loading rifles, it was decided to complete the purchase of 64,000 rifles by 1913. The Director-General of Ordnance, however, drew

Operations on the
North-West
Frontier.

Operations and
exploration on the
North-East
Frontier.

Arms traffic
operations in the
Persian Gulf.

Measures to
promote efficiency.

attention to the fact that the requirements had been underestimated, partly owing to failure of the Ishapore Rifle Factory to realise expectations, and partly because a careful examination had shown a great deterioration in existing arms. It was then decided in 1912 to complete the rearmament of the whole army in India with the short rifle, and for this purpose 73,000 additional rifles were ordered. A rearmament of the North-West Frontier militia with a better rifle was completed in 1913-14. Improvements in equipment were either introduced or completed, the British Infantry receiving a new pattern bayonet, web equipment in place of the leather bandolier, and light entrenching tools. The British Cavalry were armed with a new thrusting sword, and panoramic sights were provided for Q.-F. 13 and 18-pr. guns. Subsequent to the outbreak of war it was decided to issue mobilisation equipment to all units in India except the Coast and Inland Defence Companies, Royal Garrison Artillery. Machine gun mules were also provided for all infantry units.

A marked improvement was made in the signal service of the Army. Prior to the outbreak of war four divisional signal companies and the nucleus of a wireless company were raised; these were subsequently supplemented by an additional signal company, the wireless unit was partially expanded, whilst equipment for 6 cavalry brigade signal troops and for a sixth divisional signal company was provided. In addition, as a war measure, equipment for four cavalry brigade signal troops and for a brigade signal section in each of the three frontier brigades was also provided. Temporary signal war formations were raised for service in Europe, Mesopotamia, East Africa, and in India.

It was decided in 1913 to open an aviation school in this country on modified lines for experimental research only, but with a view to its ultimate expansion, when sufficient experience had been gained, into an instructional establishment for the provision of personnel for such flying units as might be considered essential for the army in India. Owing to the war, the expansion of the school had to be deferred as the personnel and the more important material were required for Imperial purposes, and the school was consequently closed pending the cessation of hostilities. An aeroplane unit was, however, organised in India and sent to Mesopotamia for employment with the expeditionary force in that country, and the War Office subsequently expanded this unit into a squadron headquarters and two flights with the necessary flying park.

The most satisfactory feature in the working of the Ordnance Department was the increased rapidity with which the Ishapore Rifle Factory manufactured rifles and bayonets during the period of the war. Other ordnance factories did excellent work, not only meeting the requirements of India, but, in addition, supplying the War Office, Colonial Governments, and the various overseas forces, with guns, rifles, munitions, and other ordnance stores to the value of over two millions sterling.

Improvements in the medical services were specially marked. The organisation and equipment of field medical units were revised; a central store was formed in each division for the equipments and stores of the field medical units allotted to divisions; the Army Bearer Corps was reconstituted and its strength increased.

Many important measures to improve the moral and material welfare of the army were introduced and proceeded with. The policy of providing improved accommodation for Indian troops, combatants and non-combatants, was vigorously prosecuted, lines of an improved type being constructed by the Military Works Services. To aid in the advancement of education among British and Indian troops, a sum of Rs. 38,968 was provided for the former, and Rs. 61,032 for the latter. The pay of the officers of the British Service was materially increased. A substantial increase was made to the wound, injury, and family pensions admissible to Indian soldiers and non-combatants.

To compensate the Indian officers, men and followers of the Indian Expeditionary Force in France for the unusual conditions under which they were serving, a special field allowance of 25 per cent. of pay was granted. A similar concession, but on a lower scale, was subsequently extended to the Indian troops serving in Mesopotamia, East Africa and Egypt.

All Indian officers, non-commissioned officers, and men of the Indian Army were made eligible for the Victoria Cross.

An Indian Army Temperance Association was started in 1911, with the object of checking the extensive use of intoxicants prevailing in certain parts of India, it being held that the best method of countering this evil was through the Indian Army to which practically each of the villages concerned sent its share of recruits. The conditions of service of Queen Alexandra's Military Nursing Service for India were improved, and improvements were also made in the pay and prospects of the Indian Subordinate Medical Department. The Staff College at Quetta was closed shortly after the beginning of the war. The accommodation set free was utilized for the training of cadets for appointment to the Indian Army, and another temporary college for the instruction of cadets was opened at Wellington.

Certain important administrative changes were also effected. The Ordnance Department was reorganised by its division into three distinct directorates, *viz.*, manufacture, inspection, and supply, and this arrangement proved a great advance on that which it replaced. The system of factory accounts was also revised and brought into line with that followed by the War Office. The Military Accounts Department was reorganised and the system of audit revised, with the result that the expenditure on the maintenance of the Department was decreased and the standard of efficiency increased. Improvements were also effected in the Supply, Transport, Remount, and other auxiliary services of the army.

The only important change in the peace distribution of the army was the provision of an increased garrison at Delhi, a new cantonment being formed on a site adjoining that of the new Capital.

The resources of the Royal Indian Marine were subjected to a severe strain from the outbreak of war onwards. Arrangements were promptly completed for the provision and fitting out of vessels chartered for the conveyance of far larger forces than had ever left the shores of India. The dockyards worked at high pressure and were able not only to compete with the above work, but to carry out important repairs to naval ships. Valuable assistance was given in the provision of water transport on the Tigris. The service also supplied Marine Transport Officers for the various oversea forces, and officers for the examination service at Indian ports.

On the outbreak of hostilities, the Royal Indian Marine vessels "Hardinge," "Dufferin," "Northbrook," "Dalhousie," "Minto," "Lawrence," and "Comet" were, as contemplated in section 6 of the Indian Marine Service Act, 1884, made over to the Admiralty and the larger ships utilized as auxiliary cruisers, in which capacity they rendered useful service.

General Sir O'Moore Creagh, G.C.B., held the post of Commander-in-Chief in India during three and a half of the past five and a half years, and was succeeded by General Sir Beauchamp Duff, G.C.B., in March 1914. The two Commanders-in-Chief have had the advantage of the services, as Secretaries in the Army Department, of the following distinguished officers—Lieutenant-General Sir R. Scallan K.C.B., Lieutenant-General Sir M. Grover, K.C.B., Lieutenant-General Sir W. Birdwood, K.C.S.I., and Major-General Holloway, C.I.E.

The heavy burden entailed by the preparation and despatch of the various expeditionary forces to the several theatres of war where Indian troops were engaged, their maintenance in numbers, equipment, transport, etc., the direction of the expedition to Mesopotamia, and the control of the operations undertaken in defence of the North-West Frontier of India, has been a very heavy strain upon the Commander-in-Chief, the General Staff under Lieutenant-General Sir Percy Lake, K.C.B., and Lieutenant-General G. M. Kirkpatrick, C.B., the other Branches of Army Head Quarters, and the Army Department under Generals Birdwood and Holloway, with the very reduced staff of officers at their disposal, and no words can adequately describe the energy, skill, and devotion which, from the Commander-in-Chief downwards, have been displayed by His Excellency and the officers under his command in the successful prosecution of the war with all the military resources of India at their disposal.

X

FOREIGN AND POLITICAL DEPARTMENT.

POLITICAL SECTION.

DEPARTMENTAL CHANGES.

Constitution of the Department and appointment of Political Secretary. The present constitution of the Foreign and Political Department dates from the 1st January 1914. Up to that time there had been no clear distinction between the foreign, or external, and the political, or internal, work of the Department, and the Foreign Secretary combined the duties of adviser to the Viceroy, not only in regard to frontier and external matters, but also on matters connected with the political control of the Native States in India. As a consequence of the rapid growth of public business in both these directions, it was found, in the course of the period under review, that the work and responsibility of the Foreign Secretary had become more than one individual could be asked to perform. The situation thus created, combined with the difficulty of finding an officer experienced in the external and internal affairs of the Department, led to the consideration of measures for relieving the Foreign Secretary of part of his duties. The Viceroy was not in favour of the appointment of a Political or Foreign Member of Council, since such a measure would affect the relations between the Viceroy and the Ruling Chiefs and would not be popular with the latter. A proposal was accordingly submitted for the creation of an appointment of a Political Secretary to the Government of India, who would devote his attention to questions connected with the relations between the Government of India and Native States and kindred matters, leaving external and frontier affairs to be dealt with by the Foreign Secretary. The proposal was sanctioned by the Secretary of State and the scheme was brought into effect from the 1st January 1914, when the name of the Secretariat was changed to the Foreign and Political Department.

Reorganisation of the Political Department of the Government of India.

The scheme for the reorganisation of the Political Department of the Government of India, which was initiated during the later period of Lord Minto's administration, was completed and introduced with effect from the 21st of May 1911. The objects sought were, firstly the abolition of the dual cadre with its attendant anomalies and inconveniences; secondly the amelioration of the position of officers on the General Cadre; and thirdly the introduction of a scale of pay which would assure a steady flow of promotion to all officers already in the Department and to those who might be admitted to it in the future.

The main feature of the revised scheme was the substitution for the graded system of a time-scale of pay at uniform rates for all members of the Department below the grade of Resident, with additional personal allowances for members of the Indian Civil Service and of the Punjab Commission, calculated at a rate which would give them approximately the emoluments which they might expect to draw in the Provinces. The salary for the 1st year of civil service was fixed at Rs 450 a month and the maximum pay under the time-scale, to be reached in the 23rd year of civil service, at Rs 2,400 a month. Above the time-scale were retained 15 selection posts, *viz.*, 6 Residents, 1st Class, on Rs 4,000 a month each and 9 Residents, 2nd Class, on Rs 2,750 a month each. The grant of Exchange Compensation Allowance was restricted to officers holding substantive or officiating appointments in the grades of Resident. The normal strength of the Department was reduced from 152 to 137 officers, 40 being members of the Indian Civil Service and 97 military and other officers. The financial effect of the new scheme was a saving of Rs 9,752 a month. This result, however, was largely due to the reduction of a number of cadre posts for reasons not exclusively connected with the need for reorganising the Department. The Department now contains 100 cadre appointments of which 63 are termed "superior". To guard against

the possible ill effects of a time-scale, it has been ruled that no officer shall draw more than R1,250 *per mensem* unless he is reported to be fully qualified for the charge of a superior post.

Prior to the reorganisation of the Department, recruitment for the latter was conducted on no fixed principle but on vacancies as they occurred. This practice has been abandoned and the number of officers recruited every year is now a matter of actuarial calculation.

After 18 months' experience of the working of the Political Department, the Viceroy was impressed with the desirability of imposing some limit on the tenure of office of Chief Commissioners and other heads of local Administrations under the control of the Department. Under existing arrangements the tenure of these appointments was unlimited, with results detrimental both to the spirit and to the efficiency of the service. It was accordingly resolved, after consultation with local officers and discussion in Council, that the term for which an officer may hold any one of the six appointments of 1st Class Resident should ordinarily be limited to a period of five years with effect from the date of appointment: that officiating service during which the full pay of the appointment is drawn, if followed continuously by substantive tenure of the same post, should be included in this period, but not otherwise; that at the expiration of five years the question of an extension of the appointment for a specified term not exceeding five years, of transfer to another post, or of retirement would be considered by the Government of India: and that an appointment might be renewed more than once if this appeared to be desirable on public grounds. This important reform was carried into effect in August 1913.

Owing to the greatly enhanced importance of the appointment of Political Resident in the Persian Gulf both from the Indian and Imperial points of view, and to the desirability of the Viceroy being in a position to command for it the services of the ablest Political Officers, the status of the post was raised to that of a Residency of the 1st Class on R4,000 a month with effect from the 10th February 1915.

In 1913 the Government of India arrived at the conclusion that the results of the practical working of the system inaugurated during Lord Curzon's Viceroyalty, under which the political control of the Phulkian States was entrusted to an officer of the Punjab Commission, whose selection was subject to the approval of the Government of India, were far from satisfactory and that its continuance was prejudicial to the future development of these important States and to the maintenance of good relations between them and the Paramount Power, and they considered that a change was absolutely necessary. It was recognised that the failure of the old system was due in no small degree to the fact that the officers to whom the supervision of the States in question had been entrusted had not, as a rule, had the advantage of a specialised political training which the Government of India considered an essential qualification in the case of an officer appointed to the charge of these States. With a view therefore to securing the selection of more suitable officers, it was recommended to His Majesty's Secretary of State for India that the supervision of the Phulkian States, should for the future, be placed in the hands of an officer selected from the Political Department of the Government of India, whose services would be lent for that purpose to the Local Government.

It was also settled that the duties of this officer should be confined to the control of the Phulkian States and that a separate Agency, in charge of an officer of the Punjab Commission, should be constituted to include Faridkot and the two Muhammadan States of Bahawalpur and Maler Kotla.

THE NATIVE STATES.

The recent policy of the Government of India in dealing with the Native States has been one of sympathy and trust. During his Viceroyalty Lord Hardinge missed no opportunity of making the personal acquaintance of the Ruling Chiefs of India and of cultivating friendly relations with them. He succeeded in visiting most of the important Native States in the course of his tours and, where time did not admit of this, visits were exchanged with, or

interviews accorded to, the Chiefs at the Provincial Headquarters. He also made a practice of inviting many of the Chiefs to stay with him at Viceregal Lodge in Simla as his private guests. This was no new departure, as Ruling Chiefs have been the guests of former Viceroys at Viceregal Lodge, but such visits were more frequent during recent years than was formerly the case. The personal friendships thus formed proved of great value both to the Viceroy and the Chiefs in their political relations.

Higher Chiefs' College and Conference of Ruling Chiefs.

The Viceroy's deep interest in the affairs of the Ruling Chiefs and his anxiety to associate them with himself as partners and colleagues in the Government of the Empire of India were displayed in a practical manner by inviting their co-operation in various matters of mutual concern. Thus, on the occasion of the Imperial Visit to India His Excellency invited three of the most important Ruling Chiefs, the Maharajas of Gwalior and Bikaner and the Maharaja Regent of Jodhpur, to sit on the Committee appointed to deal with the preparations for the great Durbar at Delhi. He also created an entirely new departure by summoning to Delhi in 1913 and 1914 a Conference of Ruling Chiefs to deliberate on the scheme for a Higher Chiefs' College and on other matters affecting their order. These marks of friendly confidence were fully repaid by the greater insight obtained by the Government of India into the thoughts and feelings of the Durbars and, on the part of the Chiefs, by the wider outlook resulting from mutual association and exchange of ideas. Consideration of the scheme for the Higher Chiefs' College has been temporarily suspended during the war, but it is hoped that with the aid of the subvention of Rs 50,000 a year promised by the Government of India and with the support of the Ruling Chiefs, who have already promised donations and subscriptions amounting to Rs 11,65,700 and Rs 24,000 a year, respectively, the project will not be long in coming to fruition. The success of these Conferences suggested the possibility of the permanent institution of a Council of Princes, which would advise the Government of India on matters affecting the Native States. It was decided, however, to leave this question also for consideration after the war.

Among other acts illustrating the recent policy of the Government of India may be mentioned the following:—

Belief of certain Native States of the cost of the local Political Agencies.

It had been recognised by Lord Minto's Government that, except where otherwise provided by treaty, and as a matter of general principle, the cost of a Political Agent accredited to a Native State should properly be borne by the Government of India and not by the State; and that it was only when the ordinary functions of a Political Officer were extended to doing direct work for the State that the State could properly be called upon to pay for his services. These principles were accepted by the Secretary of State in 1911, and the following States have since been relieved of contributions towards the cost of Political Agencies:—Dholpur, Karauli, Alwar, Kotah, Jhalawar, Bikaner, Dungarpur, Banswara and Partabgarh in Rajputana, and Rewa in Central India. Bharatpur being under a minority has been relieved of 25 per cent. of the Agency charges, so long as the minority lasts.

To reduce the amount of increased expenditure thrown on Indian revenues, the political charges in Rajputana were reconstituted and the separate Agencies at Bikaner and Alwar were abolished.

Payment to the Mysore State of the surplus revenues of the Bangalore Assigned Tract.

The Civil and Military Station of Bangalore, known as the Bangalore Assigned Tract, was assigned to the Government of India by the Mysore State at the time of its rendition to the Maharaja in 1881. The revenues of the Tract were paid into the Mysore State treasury till the 31st March 1884, after which date they were credited to the Imperial treasury.

The Government of India decided in 1881 that, should a considerable surplus of income over expenditure accrue regularly, some allowance might be made upon an average estimate of this surplus to the Mysore State in calculating the subsidy payment. This undertaking made it necessary to establish a *pro forma* account in order to see whether any regular and substantial surplus of revenue over expenditure did, in fact, accrue in the Assigned Tract. The Government of India, however, retained full discretion in the matter of applying

the revenues of the Tract and did not admit the Durbar's right to a surplus of these revenues.

The question of the disposal of the surplus remained unsettled until 1911 when, in consequence of the publication of the *pro forma* accounts, the Mysore Durbar submitted a representation against the inclusion of certain items therein, and contended that if these items were omitted or modified, there would be such a regular and considerable surplus shown by the accounts as would enable the Government of India to execute their admitted intentions in regard to the surplus. The suggestions made by the Durbar were, after careful examination, largely adopted by the Government of India and the entire accounts were remodelled with retrospective effect. The revised accounts for the period 1881-82 to 1910-11 exhibited a surplus of Rs 42,20,240-9-11. After deducting therefrom the sum of Rs 2,97,300-15-3, the amount of the surplus for the years 1881-82 to 1883-84, which had been included in the amount made over to the Durbar in 1885, the Government of India agreed to pay the balance, Rs 39,22,939-10-8, to the Durbar. Under instructions from the Secretary of State for India part payment of Rs 30 lakhs was made on the 3rd March 1914. Payment of the balance was deferred pending discussion of certain aspects of the matter with Lord Crewe and was finally made in March 1915. The liberal attitude of the Government of India in the settlement of this question was greatly appreciated by the Mysore Durbar.

In January 1911 the Viceroy initiated the suggestion that, as a Corona-Durbar Concession, the Government of India should forego for the future all claims to *nazrana* payments upon the succession of Ruling Chiefs to their States. On the question being examined it was found that politically the levy of *nazrana* could only be justified on the ground that the tax emphasised the dependence of the State upon the Paramount Power. That argument had, however, lost much force in view of the fact that many States had from time to time been exempted from payment of the tax. As a source of revenue the tax was not of much importance; while so far as the States themselves were concerned, it was in some cases certainly a burden on their resources and a positive hindrance to development. Analysis of the facts showed, moreover, that there had been great inequality of treatment in the past; some States of a clearly "feudatory" nature having escaped the tax, while others whose status was less certainly defined had to pay. Further the States which had been declared liable were, for the most part, petty States, upon which the burden fell very severely, at a time when heavy expenses had to be incurred in the settlement of family affairs: and finally, great trouble was involved in assessment and collection of the tax, especially in the case of small partitioned estates in Bombay.

The Government of India therefore decided that it would be wise to abandon the claim to *nazrana* for the future, and the concession was eventually announced at the Imperial Durbar.

In July 1913 His Highness the Maharaja approached the Government of India with a view to the modification of the "Instrument of Transfer" of 1881, whereby the relations between his State and the Paramount Power were regulated. His Highness was dissatisfied with the Instrument on the ground that its form placed him in an inferior position to other Ruling Chiefs and that certain of its terms were unduly stringent.

The Maharaja's representation received the sympathetic consideration of the Government of India. It was recognised that his objections to the "Instrument of Transfer," though in the main sentimental, were not without force; and that while the policy adopted in 1881 was clearly justified in the circumstances of the day, the time had arrived when the relations of the Paramount Power with the Ruler of Mysore might suitably be placed on a footing more in consonance with the latter's actual position among the Feudatory Chiefs of India. For the above reasons, and in view of the loyalty and zeal displayed both by the late Maharaja and the present Chief in their administration of the Mysore State since its rendition in 1881, it appeared to Lord Hardinge's Government highly desirable to meet His Highness' wishes as far as possible. As a modification of the existing "Instrument of Transfer" was not feasible, it was decided, with the sanction of the Secretary of State,

Abolition of levy
of *nazrana* on all
future successions in
Native States.

to supersede that document by a treaty embodying the changes desired by the Maharaja. The new treaty was concluded on the 26th November 1913, and was ratified on the 1st December 1913. It reproduces the main features of the Instrument of 1881 ; while meeting His Highness' wishes, it adequately safeguards the position and privileges of the Paramount Power. The treaty has given the greatest satisfaction to the Ruler and people of Mysore.

Assistance given
by the Native
States towards the
war.

The political advantage of these and other acts of conciliation and confidence was strikingly demonstrated by the outburst of loyal enthusiasm on the part of all the Native States of India on the outbreak of the war in August 1914.

The message sent by the Viceroy to the Secretary of State on 7th September 1914, which is of historic importance, may be quoted in full :

"The Rulers of the Native States in India, who number nearly seven hundred in all, have with one accord rallied to the defence of the Empire and offered their personal services and the resources of their States for the war. From among the many Princes and Nobles, who have volunteered for active service, the Viceroy has selected the Chiefs of Jodhpur, Bikaner, Kishengarh, Rutlam, Sachin, Patiala, Sir Pertab Singh, Regent of Jodhpur, the Heir-apparent of Bhopal, and a brother of the Maharaja of Cooch Behar, together with other cadets of noble families. The veteran Sir Pertab would not be denied his right to serve the King-Emperor in spite of his seventy years and his nephew, the Maharaja, who is but sixteen years old, goes with him. All these have, with the Commander-in-Chief's approval, already joined the Expeditionary Forces. The Maharaja of Gwalior and the Chiefs of Jaora and Dholpur, together with the Heir-apparent of Palanpur, were to their great regret prevented from leaving their States. Twenty-seven of the larger States in India maintain Imperial Service Troops, and the services of every corps were immediately placed at the disposal of the Government of India on the outbreak of war. The Viceroy has accepted from twelve States contingents of cavalry, infantry, sappers and transport, besides a camel corps from Bikaner, and most of them have already embarked. As particular instances of generosity and eager loyalty of the Chiefs, the following may be quoted. Various Durbars have combined together to provide a hospital ship to be called the 'Loyalty' for the use of the Expeditionary Forces. The Maharaja of Mysore has placed fifty lakhs at the disposal of the Government of India for expenditure in connection with the Expeditionary Force. The Chief of Gwalior, in addition to sharing in the expenses of the hospital ship, the idea of which was originated with himself and the Begum of Bhopal, has offered to place large sums of money at the disposal of the Government of India and to provide thousands of horses as remounts. From Loharu in the Punjab and Las Bela and Kalat in Baluchistan come offers of camels with drivers to be supplied and maintained by the Chiefs and Sardars. Several Chiefs have offered to raise additional troops for military service should they be required, and donations to the Indian Relief Fund have poured in from all States. The Maharaja of Rewa has offered his troops, his treasury and even his private jewellery for the service of the King-Emperor.

"In addition to contributions to the Indian Relief Fund, some Chiefs, namely, those of Kashmir, Bundi, Orchha, Gwalior and Indore have also given large sums to the Prince of Wales' Fund. The Maharaja of Kashmir, not content with subscribing himself to the Indian Fund, presided at a meeting of twenty thousand people held recently at Srinagar and delivered a stirring speech in response to which large subscriptions were collected. Maharaja Holkar offers free of charge all horses in State Army which may be suitable for Government purposes. Horses also offered by Nizam's Government, by Jamnagar and other Bombay States. Every Chief in the Bombay Presidency has placed the resources of his State at the disposal of Government, and all have made contributions to the Relief Fund. Loyal messages and offers also received from Mehtar of Chitral and tribes of Khyber Agency, as well as Khyber Rifles. Letters have been received from the most remote States in India, all marked by deep sincerity of desire to render some assistance, however humble, to the British Government in its hour of need. Last but not least, from beyond the borders of India have been received generous offers of assistance from the Nepal

Durbar. The military resources of the State have been placed at the disposal of the British Government and the Prime Minister has offered a sum of three lakhs to the Viceroy for the purchase of machine guns or field equipment for British Gurkha Regiments proceeding overseas, in addition to large donations from his private purse to the Prince of Wales' Fund and the Imperial Indian Relief Fund. To the 4th Gurkha Rifles, of which the Prime Minister is Honorary Colonel, the Prime Minister has offered thirty thousand rupees for the purchase of machine guns in the event of their going on service. The Dalai Lama of Tibet has offered one thousand Tibetan troops for service under the British Government. His Holiness also states that Lamas innumerable throughout length and breadth of Tibet are offering prayers for success of British Army and for happiness of souls of all victims of war."

This message when read in the Houses of Parliament aroused the greatest enthusiasm and steps were taken to have it circulated throughout the whole Empire.

During the many months of war which followed there was no diminution in the stream of offers of all kinds that poured in on His Excellency, and speaking in the House of Commons on the 20th October, 1915, the Secretary of State for India observed :—

"Besides the Chiefs mentioned last year, the Rulers of Nawanagar, Rajkot, Baria, Jamkhandi, Akalkot, Savanur, Barwani, Loharu and Wankaner have been permitted to go on active service in one or other of the spheres of operations.

"In addition to the Imperial Service Troops originally selected from among those offered, contingents from the following States have also been accepted for service in India or abroad :—Junagadh, Khairpur, Nawanagar, Bhavnagar, Janjira, Tehri, Bahawalpur, Maler Kotla, Sirmur, Bhopal and Idar.

"Three hospital ships, equipped and maintained from unofficial sources, have left the shores of India—the 'Loyalty,' given jointly by a number of Ruling Chiefs; the 'Madras' given by the Madras War Fund; and the 'Bengali' given by the people of Bengal. The last was most unfortunately wrecked on its way to the Persian Gulf; the first two have been continuously employed this year in carrying sick and wounded between India and the theatres of war.

"The Nizam of Hyderabad has offered 60 lakhs for the expenses of one of his Imperial Service Regiments, which has gone to the front, and of the Cavalry Regiment of the Indian Army of which he is Honorary Colonel. The Maharaja of Mysore, besides the 50 lakhs he had already given, has offered the services of his State in many other practical ways. The Maharaja Sindhia of Gwalior, whose health has prevented him from going to the front, has made further munificent gifts in money and in kind including a motor ambulance fleet and six armoured aeroplanes. The Begum of Bhopal, in addition to large contributions to Relief Funds and other services, has sent 500 Korans for sick and wounded Moslem soldiers. The Gaekwar of Baroda gave 5 lakhs of rupees for the purchase of aeroplanes. The Maharanas of Kashmir and Patiala and the Jam of Nawanagar, besides other services, are jointly maintaining a hospital for officers in a house at Staines which His Highness the Jam has given for the purpose."

* * * * *

Many generous offers of assistance were also received which were not separately mentioned in the above messages. The more important of these were a monthly contribution of ₹45,000 during the period of the war from the Rao of Cutch, and another of ₹12,000 from the Gaekwar of Baroda from the 1st January 1916 until the conclusion of hostilities. From beyond the border, the Nepal Government sent two contingents of their troops, comprising ten battalions of infantry, under their own officers for service in India. A further gift of 3 lakhs was also received from the Nepal Government and the Prime Minister for the purpose of the war.

The value of these demonstrations of loyalty and generosity on the part of the Ruling Chiefs, both in their material results and in their effect on the popular feeling in India towards the war, has been incalculable.

Udaipur
Arbitration
Committee.

In November 1912 the Viceroy in his banquet speech at Udaipur referred to the relations subsisting between the Udaipur Durbar and its Sardars, and expressed the opinion that, just as the power of the British Crown in India finds its surest support in the allegiance of the Feudatory Princes, so the Chiefs in their turn should rely mainly upon the devotion of their Nobles, the Arakan-i-Daulat or "Pillars of the State," and that just as the King-Emperor selects the Princes of India as the recipients of his special favour, so the Chiefs should conciliate and treat with special consideration their hereditary Nobles. In July 1913 His Highness the Maharana of Udaipur approached the Viceroy with a suggestion that a committee of two Ruling Chiefs (nominated by His Excellency) should be appointed to consider the relations existing between the Udaipur Darbar and the Jagirdars of the State. His Excellency approved the idea of the matter being referred to a committee, but advised His Highness that, in order that the Sardars might repose full confidence in the impartiality of the committee, a British Officer should also be added to it as a delegate and representative of the Viceroy in the discussion. The Maharana accepted the advice of His Excellency, and in 1914 a committee consisting of Their Highnesses the Maharaja of Indore and the Maharao of Kota, and Lieutenant-Colonel H. L. Showers, C.S.I., C.I.E., was formed. Owing to the illness of Lieutenant-Colonel Showers, who was compelled to proceed to England on leave, the work of the committee is at present in abeyance.

Railway projects in
Native States.

In June 1912 the Patiala Durbar applied for sanction to the construction of a metre gauge line from Patiala *viz.* Samana and Narwana to Hansi, with the object of increasing direct communication with the capital, of opening up a large area of State territory, and, incidentally, of effecting a shorter route to Bombay. The Railway Board were opposed to the project for the same reasons which had led to the rejection of the proposal previously submitted by the Durbar for a metre gauge railway from Patiala to Jakhals and Hissar, namely, that it would seriously affect vested interests and would not prove a profitable speculation for the State.

As a result of discussion between the Durbar and the President of the Railway Board, however, the Durbar accepted a scheme of light 2' 6" gauge railways proposed by the President, which were designed to open out the State and which would act as feeders to the existing lines and not compete with them. At the same time the Maharaja wrote: "I should like to observe that on principle there should be no bar in the way of the development of an independent State merely because the lines to be constructed * * * come in competition with the existing main lines. If I may be allowed to say so, I feel that in a question of this kind the other lines have really no say".

This letter was followed shortly by the submission by the Durbar of a revised and considerably more ambitious scheme which, in addition to two metre gauge lines, included two competitive broad gauge lines. Steps were at once taken to ascertain the views of the railway companies who would be affected, and the Durbar were informed that, while the scheme would receive the most sympathetic consideration of the Government of India, it was not possible to sanction the proposals in all their details, that objections might be raised by existing interests to some of the proposed lines, and that Government could not as a matter of course disregard those interests, inasmuch as this would be opposed to the general rule which obtains both in Native States and in British India, *viz.*, that before sanctioning new railways existing railway interests are factors which must be taken into consideration; the Durbar might, however, rest assured that although a special exception to this general principle could not be made in their favour, the Government of India would endeavour to smooth away any difficulties which might arise.

Eligibility of
Rulers and subjects
of Native States
for appointment
under the Crown in
and outside India,
and for nomination
to Legislative
Councils.

In 1908 the Government of India recommended to the Secretary of State that the necessary legislation should be undertaken in order to enable subjects of Native States, while retaining their primary allegiance to their States of origin, to obtain the status and privileges of British subjects in British India and the United Kingdom and so become eligible for admission to certain services in India, admission to which was under the existing law confined to British subjects. The matter presented some difficulty and was further

discussed in connection with the formation of the Legislative Council for the Central Provinces and the constitution of the new Governorship of Bengal. Ultimately, it was decided to deal with the question in the Government of India (Amendment) Bill, in which the following draft clauses were inserted :—

8. (1) "Subject to any rules made by the Governor-General in Council with the approval of the Secretary of State in Council, any person who is a Ruler or subject of any State in India shall be eligible to become a candidate for, and to be appointed to, any office, place or employment under the Crown in India, and to be nominated a member of the Legislative Council of the Governor-General or of a Governor, Lieutenant-Governor or Chief Commissioner, anything in section 32 of the Government of India Act, 1858, or any other Act to the contrary notwithstanding. Rules made under this section shall not be subject to repeal or alteration by the Governor-General in Legislative Council.
- (2) "Every order made before the commencement of this Act, nominating the Ruler or a subject of any State in India to be a member of the Legislative Council of the Governor-General or of a Governor, Lieutenant-Governor, or Chief Commissioner, shall be deemed to have been lawfully made.
9. "The admission to the Civil Service of India of persons other than British subjects born within His Majesty's dominions or parents likewise born within those dominions shall, notwithstanding anything contained in any other enactment, be subject to such restrictions as, with the advice and assistance of the Civil Service Commissioners, the Secretary of State in Council may think fit to prescribe, and all such restrictions shall be included in the regulations made under section 32 of the Government of India Act, 1858."

The matter is still under consideration.

Another important question, which has recently been under consideration by the Government of India, is that of the principles to be adopted for the guidance of officers entrusted with the administration of Native States during a minority. Anxiety on this subject had made itself felt during Lord Minto's regime, and steps were taken in 1909 to obtain the opinions of the leading Durbars. The information then elicited was of great value, and certain general principles proposed by the Agent to the Governor-General in Rajputana were tentatively approved. But it was thought that, in view of the varying conditions in the different States, no detailed rules could conveniently be framed to cover all cases. Representations were, however, subsequently received which showed that some more definite pronouncement of policy, which could be communicated to all the more important Durbars, would be widely welcomed and appreciated. The Viceroy considered that the demand for some assurance on this question, which vitally affects the interests of the Durbars, was not unreasonable, and accordingly appointed a representative committee consisting of Their Highnesses the Maharajas of Gwalior and Bikaner and the Begum of Bhopal, the Political Secretary and two Political Officers from Rajputana and Central India, to examine and report on the question. The Committee sat at Delhi on the 15th, 16th and 17th February 1916, and as the result of their recommendations the following memorandum is being communicated to the more important Durbars in Rajputana and Central India as a statement of the policy of the Government of India :—

"The Government of India recognise that they are the trustees and custodians of the rights, interests, and traditions of Native States during a minority administration. Their general policy is laid down in the following extract from certain orders, which were issued some years ago for the guidance of Political Officers :—

'The Governor-General in Council is opposed to anything like pressure on Durbars to introduce British methods of administration. He prefers that reforms should emanate from the Durbar, and

grow up in harmony with the traditions of the State. Administrative efficiency is at no time the only, or indeed the chief, object to be kept in view. This should specially be borne in mind by officers charged temporarily with the administration of a State during a minority, whether they are in sole charge or associated with a State Council. They occupy a position of peculiar trust, and should never forget that their primary duty is the *conservation* of the customs of the State. Abuses and corruption should be corrected as far as possible ; but the general system of administration to which the Chief and the people have become accustomed should be unchanged in all essentials. The methods sanctioned by tradition in States are generally well adapted to the needs and relations of the Ruler and people. The loyalty of the latter to the former is generally a personal loyalty, which administrative efficiency, if carried out on lines unsuited to local conditions, would lessen or impair.'

The Government of India realise that the special conditions of each State require special treatment, and would prefer to consider separately requests by individual Ruling Princes regarding any special principles which they may wish to be adopted in the case of their own States or families. Since, however, a strong desire has been expressed in some quarters for a general pronouncement on the subject, His Excellency the Viceroy is pleased to inform Your Highness that the following general principles, which have been framed in consultation with Ruling Princes and Political Officers representative of Rajputana and Central India, will in future be observed in the case of the more important States. For the most part they embody no new policy but have hitherto not been formulated in detail. The announcement is subject to the reservation that the principles laid down will, like all general principles, be liable to relaxation in individual cases where special conditions may render their strict application inappropriate :—

Principles to be observed during minority administrations in the larger States of Rajputana and Central India.

- (1) All old traditions and customs of the State should be scrupulously observed and maintained.

[The word "customs" includes, among other things :—

- (a) the payment to the minor Prince or Chief and to members of his family, on all occasions, of due consideration by all officers serving in the State ;
- (b) the maintenance of the dignity of the minor Prince or Chief by the strict observance of the customary ceremonial honours and courtesies due to him by the officers of the Imperial Government and by other Rulers ; and,
- (c) the performance on due date of religious ceremonies, festivals, and social observances, including the exchange of presents with other States].

- (2) Particular attention should be paid to the views and wishes of the late Ruler regarding the future administration of the State, and the regulations and records embodying the established policy of the State should be carefully studied. Except in the case of obvious and unmistakable abuses, radical changes (such as important constitutional reforms, alteration of the Court language or of the postal, taxation, or currency systems, etc.) should, as a general rule, be avoided. Any new measures adopted should, so far as circumstances permit, be grafted on and assimilated to existing institutions in the State, and should be so designed, introduced, and carried into effect, that they can be continued by the regular administration after the termination of the minority. Where any radical change, or any important measure which is contrary to the express wishes or policy of the late Ruler is proposed, the

matter should be referred with full particulars to the Government of India for decision. Any measure so introduced will be liable to revocation by the minor Ruler at any time after he obtains his full powers.

- (3) Local talent should be used wherever possible. Where local talent is not available, outsiders may be imported for special purposes, but these should be strictly required to conform to local conditions and customs, and to show due respect to the members of the ruling family. When the services of outsiders are engaged, their deputation should ordinarily be liable to termination at the discretion of the Ruler after he receives his powers. Persons who are known to have been disloyal or obnoxious to the late Ruler or his family should not be appointed to State service during a minority.
- (4) Treaty rights should be strictly upheld and all measures involving any modification of existing treaties and engagements should be avoided. No alteration should be made affecting the recognised political status of fiefs under the suzerainty of a Durbar or their customary relations with the Ruler and his State.
- (5) No jagirs or hereditary or personal honours and distinctions should be granted or promised on behalf of the State during the minority, nor should such jagirs, honours, etc., be confiscated except for disloyalty or gross misconduct. Customary jagirs and maintenance allowances granted by the late Ruler to members of the ruling family and others should ordinarily be maintained, and no increase or decrease or new grant should be allowed except for special reasons and with the sanction of the Government of India or other political authority to whom this power may be delegated; such sanction would apply only to the period of the minority.
- (6) Interference with the private property, estates, or establishments of members of the ruling family should be avoided, and the customary and reasonable presents, easements, etc., to them and their dependents, should not ordinarily be curtailed.
- (7) In States where a distinction is made between State and Privy Purse funds, the fixed Privy Purse allowance, if on a reasonable scale, should be paid by the State without reduction to the minor Ruler and kept in trust for him, together with the private property bequeathed to him by the late Ruler, until he attains majority. Expenditure from Privy Purse funds should be limited to the usual and customary items of expenditure.
- (8) The sale of State jewellery during a minority should ordinarily be avoided. If such is found absolutely necessary to meet debts, great care should be taken in the selection of the articles to be sold, and the wishes of members of the Ruler's family should be consulted and respected. Proposals for such sales should be referred to Government and their sanction obtained before the proposal is carried out.
- (9) No State territory or other immovable property should be exchanged, ceded, or sold during a minority.
- (10) No permanent rights or privileges should be granted by the minority administration to jagirdars, officials, or subjects of the State.
- (11) No permanent or long-term commercial concessions or monopolies should be granted to individuals or companies.
- (12) Expenditure on new Palaces intended for a Ruler's own use should be avoided. Outlay on public works generally should be undertaken with due regard to economy and limited to necessary works. The expenditure should be so regulated as to come within the ordinary income of the year and to leave a substantial annual balance. Expenditure from surplus and reserve funds should be limited to really protective or prospective works and

should not be undertaken without careful examination and expert advice.

- (13) Communication with the ladies of the Palace should be conducted according to the custom of the State. Palace arrangements existing in the time of the late Ruler should not ordinarily be altered, and nothing should be done contrary to *zenana* etiquette and custom.
- (14) Particular attention should be paid to the education and moral training of the young Ruler. As a general rule, it is preferable that he should receive his education in India rather than in Europe, and it is most important that he should receive as thorough a training as possible in all branches of administration in order to fit him for his future duties. As to his religious education the views of the family and of the leading men in his State should be generally followed.
- (15) Care should be taken to maintain shooting preserves and the necessary establishment for their maintenance where such exist. Shooting rules and restrictions observed in the time of the late Ruler should be strictly enforced."

It is believed that the announcement, when made, will be greatly appreciated by the Durbars and will remove the apprehensions which have been felt in some quarters as to the policy of Government in this important matter.

TITLES COMMITTEE AND ARRANGEMENTS MADE FOR REGISTERING TITLES, ETC.

An Inter-Departmental Committee was appointed by the Viceroy in 1911, to enquire into the adequacy of the means at the disposal of Government for recognising public service, the suitability of the Indian titles granted by Government and other cognate questions. The deliberations of the Committee resulted in recommendations being made for an increase in the number of appointments to the Indian Orders, for the extension of the Imperial Service Order to India, for a wider distribution of the Kaiser-i-Hind Medal for public services, and for the adoption of various measures connected with the grant of Indian titles.

In accordance with the Committee's recommendations, in respect of Indian titles, it was decided (*i*) that courtesy or family titles, such as Kumar, Maharaj-Kumar, Rai, Rao, Khan, Diwan, Sardar, Thakur, etc., should be eliminated from the category of those ordinarily granted by Government, though, in certain circumstances and under certain restrictions, their use might be recognised by Government; (*ii*) that the higher titles of Mahara-jadhiraja, Maharaja Bahadur, Maharaja, etc., should be given very sparingly and only to persons of good family who might be in a position suitably to maintain them; (*iii*) that there should be a more liberal distribution of the lower titles of Khan Bahadur, Rai Bahadur, etc., a fair share of the increased distribution being reserved for non-officials; (*iv*) that the grant of such titles to the subjects of Ruling Chiefs should be made with greater freedom than heretofore on the recommendation of, or with the previous approval of, the Chief concerned; (*v*) that an annual pension of £100 should be attached to the grant of the literary titles of Mahamahopadhyaya and Shams-ul-Ulama; (*vi*) that a distinctive badge should be granted to the holders of the titles of Diwan, Sardar, Khan, Rai and Rao Bahadur and Khan, Rai, Rao and Sardar Sahib.

A new title of Aggamahapandita was instituted, corresponding to the literary titles of Mahamahopadhyaya and Shams-ul-Ulama, for conferment on Buddhist scholars in Burma rendering eminent services in the promotion of oriental learning, with special reference to Pali.

Measures were also taken with the object of checking the unauthorised use of titles, and the Government of India, on the recommendation of the Committee, decided to give facilities to Indian gentlemen who wished to register Armorial Bearings in India. Local Governments were informed

that the Foreign and Political Department would, on application, register Armorial Bearings granted by the College of Arms, and that gentlemen wishing to apply to the College for new bearings or for the assignment of differences in existing arms, should be advised to transmit their applications through the Local Government or Administration to the Foreign and Political Department of the Government of India, which would supply the College of Arms with such information as it might require.

CEREMONIALS.

Owing to the greatly increased frequency of visits of Ruling Chiefs to the Headquarters of Government at Simla and Delhi, the question arose in May 1913 of their position in regard to Viceregal Levees. The point was submitted to the King who expressed the wish that, if Ruling Chiefs are present at the Headquarters of Government when the Viceroy holds a Levee, they should take the opportunity afforded of attending and paying their respects to His Majesty's representative. As regards the procedure to be followed, His Majesty directed that Chiefs should be received separately in private audience by His Excellency just before the ceremony, and should occupy positions during the Levee on the left of, and slightly behind, the Viceroy.

These orders have been made known to Ruling Chiefs as occasion has arisen.

Of all the noteworthy events of the past five years none perhaps was more memorable or more far-reaching in its effects on the political situation in India than the visit of Their Imperial Majesties to India and the holding of the Coronation Durbar at Delhi. A full account of the visit has been published under the orders of the Government of India and it is unnecessary to deal with it in this memorandum. It is sufficient to note that the arrangements for the visit, and particularly for the great function at Delhi, imposed a heavy burden of responsibility both on the Durbar Committee, under the presidency of Sir John Hewett, and also on the Viceroy, who personally supervised every detail from the time when the King-Emperor announced his intention of visiting his Indian dominions to the day when Their Majesties sailed from Bombay on their homeward journey. This period was one of constant anxiety and unremitting toil for all concerned, but the result more than justified every expectation. The arrangements both for Their Majesties' journeys in India and for the great ceremonies at Delhi, Bombay and Calcutta, were complete and perfect in every detail, and the spirit of fervent loyalty awakened by the King-Emperor's presence among his Indian feudatories and subjects bore remarkable fruit in the troubled days that followed.

GENERAL.

The Political Department has, since its institution, been under the direction of Mr. J. B. Wood, C.I.E., an officer of proved ability and experience, and under his supervision the creation of this special branch of the Foreign and Political Department has been more than justified by results. It has afforded greater facilities for intercommunication between the Government of India and the Ruling Princes and Chiefs, and from a sentimental point of view, which should not be ignored, it has removed from the latter the stigma of having to deal as aliens with "Foreign" Department.

INDEX.

SUBJECT.	PAGE.
A	
ACTS of the Governor General's Council. [See "Legislation".]	
AGRICULTURE. Abolition of appointment of Inspector-General of— : disposal of its duties : Development and improvement of—	51
AGRICULTURAL. Education. System of—	52, 79
Improvement of—cattle : Measures undertaken for the—	53
AIRCRAFT LEGISLATION. [See "Legislation".]	
AMIR CHAND and his connection with sedition	17
ANDAMAN ISLANDS. Home Member's visit to—	10
ARCHÆOLOGICAL DEPARTMENT. Work of the—: progress of—: Conservation of Monuments, etc., Resolution of 1915	85
Exploration in Central Asia : Sir Aurel Stein's	85
Excavations at Taxila	85
ARCHÆOLOGY. Advice given by Conference of Orientalists in—	85
ARCHBISHOPRIC. [See "Ecclesiastical."]	
ARCHITECTS. Appointment of—for important buildings : Consulting—in certain provinces ;—for Delhi	58, 59, 63
ARMS TRAFFIC. Operations in Persian Gulf for suppression of —	91
ARMY. INDIAN. Tampering with the—	21
Grants of land in Punjab Canal Colonies to—	55
Military policy preceding Lord Hardinge's Viceroyalty : Kitchener's scheme	87
Change in policy, Sir O'Moore Creagh's and Viceroy's memoranda	87, 88
Nicholson Committee : terms of Reference and Report	88
Measures to facilitate internal defence	89
Construction of railways in connection with—	89
Operations in N.-W. and N.-E. frontiers	91
Policy of military expenditure : measures taken to promote efficiency	91
Work of the Ordnance Department	91, 92
Opening of Aviation Schools : Organisation of aeroplane unit	92
Measures taken for moral and material welfare of—	92
Officers and soldiers of—made eligible for V. C.	93
Administrative changes carried out in—	93
NATIVE Forces and the war. [See "War".] [See also "Education", "Medical", "Marine."]	
ASHE, Mr. Collector of Tinnevelly. Murder of—	14

SUBJECT.	PAGE.
ASSAM. Appointment of Sir A. Earle as Chief Commissioner of— Establishment of—Labour Board Operations on—frontier: survey and exploration work undertaken [See also “ Ecclesiastical ”, “ Political ”.]	1 42 91
AVIATION and Aeroplanes. [See “ Army ”.]	
B	
BANKS. [See “ Finance ”, “ Co-operative.”]	
BAYLEY, SIR C. S. Appointment of—as Lieutenant-Governor, Bihar & Orissa	1
BENGAL. Reorganisation of province of—: creation of Governorship of— Appointment of Lord Carmichael Introduction of circle system in— Political dacoities and sedition in—: Balasore case Modification of Partition of— Conspiracy in—to overthrow British rule Appointment of District Administration Committee : its Report : Legislative action proposed : (held in abeyance). Provision of dredgers for —	1, 65 5 14, 15, 16, 22 1, 14 16, 17 16, 17 62
BHAGWAN SINGH and his connection with the <i>Ghadar</i> movement	20
BIHAR AND ORISSA. Creation of Province of—: Appointment of Sir C. Bayley as Lieutenant-Governor of— High Court for— [See also “ Land Revenue ”, “ Legislation. ”]	1 6
BOMB OUTRAGES and discoveries	14, 15, 16, 17, 21
BOMBAY. Dock construction at— —Improvement Trust [See also “ Famine ”, “ Forests ”, “ University. ”]	45 83
BRIDGE, LOWER GANGES. Opening of—by the Viceroy	48
BURMA FRONTIER. Operations on—: exploration and survey work undertaken, etc.	91
C	
CALCUTTA HIGH COURT. Strengthening of— —Improvement Trust Establishment of School of Tropical Medicine at— Motor outrages in— Proposals to increase facilities of port of— [See also “ Education ”, “ Museum ”, “ University. ”]	6 83 13, 79, 82 22 45
CANAL. Punjab—Colonies Progress in—construction : opening of Triple Project in Punjab Upper Swat River— Cost of—works —projects still under consideration Grand Trunk— project Twante—project	54 59 59 60 60, 61 62 62
CAPITAL OF INDIA. Transfer of —, from Calcutta to Delhi	1, 62
CARMICHAEL, LORD. Appointment of—, as Governor of Bengal	1

SUBJECT.	PAGE.
CATTLE. Improvement of—, Formation of—Insurance Society. [See “Agriculture”, “Co-operative”.]	
CAWNPORE RIOT CASE. Viceroy’s action in— Technological Institute at—	18, 19 79
CENSUS OF INDIA. Fourth General—	86
CENTRAL PROVINCES. Legislative Council for— Reorganisation and amalgamation of—and Berar Commission [See also “Famine”, “Land revenue”.]	2, 3, 65 5
CIVIL SERVICE. [See “Indian.”]	
COLONISATION SCHEMES. Punjab—: their scope	54
COMMISSION. Royal—on Public Services in India. [See “Public Services Commission”.] Royal—on Indian Finance and Currency. [See “Finance.”]	
Indian Industrial—Appointment of—	39, 72
COMMITTEE. [See “Army”, “Co-operative.”]	
CONFessions. Recording of—of accused persons	10
CONTROLLER AND AUDITOR-GENERAL. Functions of the—	31
“ OF CURRENCY. Appointment of a —	31
CO-OPERATIVE Movement in India. Appointment of a Committee on Co-operation : Establishment of Provincial Banks : Resolution of Government on : Cattle Insurance Societies. The Co-operative Societies’ Act of 1912	55, 56
COPYRIGHT. Indian—Act [See “Legislation.”]	
“ Berlin—Convention, Agreement of India in—	86
COUNCIL, EXECUTIVE. For Bengal. For Bihar and Orissa Proposed—for United Provinces, Minutes of Dissent by certain Members. Rejection of—by House of Lords. Again proposed by Government of India Viceroy not in favour of a Foreign or Political Member of—	1, 65 3, 4 94 2, 65, 66
LEGISLATIVE. Revision of Regulations for—s New—s for Bengal, Bihar and Orissa and Assam Formation of—for Central Provinces Insertion of clause in Government of India Act to provide —s for Chief Commissionerships New—Chamber at Simla Effect of enlarged—s on the work of the Legislative Department President of—, Viceroy as: Viceroy presided less frequently at— Debates in—on Resolutions Imperial Conference, Resolution on Proposal that Rulers and subjects of Native States should be considered for nominations to—	2, 65 2, 3, 65 3, 65 64, 72 65 66 71, 72 72 100, 101

SUBJECT.	PAGE.
CRIMINAL PROCEDURE CODE BILL. [See "Legislation."]	
TRIBES ACT : and application of—	9, 67
SETTLEMENTS for—tribes	10
LAW : strengthening of—	68
CUSTOMS. Restrictions on account of the war	37
Construction of new—houses at Karachi and Bombay	64
D	
DACCA CONSPIRACY CASE. [See "Sedition."]	
University. [See "University."]	
DEFENCE OF INDIA ACT. [See "Legislation."]	
DELHI. Transfer of control of—from Punjab Government: Mr. W. M. Hailey as Chief Commissioner	1
Occupation by Government of India of—as Capital	2, 62
Medical College, Hospital and Training School at—	12, 79
The Coronation Durbar at—, Effects of	14, 105
Bomb outrage on Viceroy at—	15
—Conspiracy case	17
Capital expenditure on New—, special loan for—, considered impracticable	27, 62
Formation of P. W. D. establishment for—: The Imperial Committee	59, 63
Architects for New—	59, 63
Selection of site for New—	62
Temporary accommodation for Government of India at—Cost of	62
Railway requirements at—	63
Project estimates for New —: cost of	63
Progress of work on New—	63
Durbar Memorial Pillar at—	63
Provision of increased garrison for—	93
DESPATCHES <i>re</i> transfer of Capital	1
Executive Council for United Provinces: Minutes of	
Dissent by certain Members of Council	4
Religious Endowments Act Amendment Bill	8
Indian Medical service	11
Indian Industries	39
Excise question	43
DURBAR. Coronation—at Delhi : effect of—	14, 105
—Memorial Pillar at Delhi	63
E	
ECCLESIASTICAL. Arrangements made for Presbyterian and Wesleyan Services in certain stations, Resolution on—	84
Proposed change of title of Metropolitan to Archbishop: consideration of—postponed	84
Creation of Bishopric of Assam and Indian Bishopric in Madras	84
Chaplains, memorial for shorter period of qualifying service, etc.	84
Grants for improvements and extension of churches	85
Legislation	85
EDUCATION. Anglo-Indian—. Government measures and grants for Protestant Schools. Sir R. Laidlaw's donations for Kidderpore House. Transfer of—to Calcutta Free School	80 81 81

SUBJECT.	PAGE.
EDUCATION. Mahomedan—. Action taken as regards—	81
Islamia College at Peshawar	81
Army—. Measures taken for—	92
Agricultural—	52, 79
Veterinary—. Reorganisation of—	52, 80
Department. Creation of—of Government of India	73, 74
Statistical Progress of—. Expenditure on—	74, <i>et seq.</i>
—Policy. Resolution of 1913	76, 78
Progress of—in universities and colleges	76, 77
Secondary—. Improvements in systems of—	78
Calcutta, Opening of Indian Public School at—	78
Primary—, Government action	78
Professional and Technical—. Grants given for—	79
Industrial and Technical—. Grants given for—. Pro- gress made. Colonel Aitkinson's Committee on—	79
Technical scholarships	79
Forest—	57, 80
Oriental studies. Scheme for Oriental Research Institute held in abeyance.	80
Girls and special classes, Grants for—	80
Chiefs' Colleges. [See " Native States ".]	
[See also " Universities ".]	
EMIGRATION. Canadian Restrictions on— : The <i>Komagata Maru</i> case.	19, 20
Question of Foreign—: Situation in South Africa : Vice- roy's speech at Madras : Passing of Indians' Relief Act.	40, 41, 42, 71
Question of reciprocity in—policy to be adopted	42
Question of Indentured— : McNeill Report	42
—to Natal prohibited	40, 41
Acceptance by the Secretary of State of Government of India's proposals for abolition of indentured — to Colonies	42
Resolution on indentured —	72
Inland—question : Establishment of a Board for super- vising recruiting agencies	42, 43
ENGINEER SERVICE. [“ See Public Works Department.”]	
EXCISE. Steps taken as regards the—question	43
EXPLORATION. Geographical and Archaeological—. [See " Survey," Archaeology."]	
F	
FAMINE, General features of—	50
—in United Provinces and Bombay, &c.	50
RELIEF Adoption in Central Provinces of certain system of—	31, 50
51	
FINANCE. Appointment of Royal Commission on Indian—and Currency : terms of reference : consideration of report deferred : certain recommendations adopted	24, 25
Proposals as to gold securities, &c., and of throwing open mints to gold coinage superseded by recommen- dations of Royal Commission	25
Circulation of gold and silver coins	25
Coinage of silver, and silver purchases	25
Paper Currency Reserve, changes in—	35
question	
The Banking crisis of 1913-14 : failure of banks : Loans to Presidency Banks	25, 26
The Public Debt : increase in amount of annual rupee loan	26

	SUBJECT.	PAGE.
FINANCE.	Decline in Savings Banks deposits due to the war Imperial surpluses : their distribution : extra taxation avoided Special grants from Imperial Revenues Provincial and Local— : introduction of new form of settlement Question of regulating apportionment of famine expenditure between Imperial and Provincial revenues : Change in functions of Comptroller and Auditor-General : Appointment of a Controller of Currency. The Audit Department : its work Budget proposals of 1916-17 Tariff changes Salt duty, increase in — Income-tax, increase in — War expenditure, India's contribution to — Indian Railway— Expenditure on new Delhi : Budget grants Expenditure on Education Grants for sanitation Municipal taxation : introduction of terminal tax Policy of Military expenditure : Restrictions Bangalore Assigned Tract, Revenue of—credited to Imperial Government ; suggested allowance to Mysore sanctioned Abolition of levy of <i>nazrana</i> on all future successions in Native States Grants for improvements in rural areas [See also "Irrigation," "Railway," "Delhi," "War."]	26, 32 27, 28 29 30 31 31 31 33, 34 34 34 34 34 35 48 27, 63 74, <i>et seq.</i> 81 84 91 96, 97 97 83, 84 36
FINANCIAL.	Delegation of—powers to Local Governments and subordinate authorities Strength of India's—position	20, 31 36
FOREIGN AND POLITICAL.	Constitution of—Department. Appointment of a Political Secretary	94, 105
FOREST ADMINISTRATION.	Research and education in— Appointment of Chief Conservatorships in Bombay and United Provinces	57, 80 56
FRONTIER.	[See "N.-W. Frontier," "Burma," "Assam."]	
G		
GHADR.	The—Conspiracy	20, 21
GOVERNMENT OF INDIA.	OFFICERS in various departments of— Act, 1912 : Provisions of—	24, 36, 45, 50, 58, 64, 73, 74, 86, 93, 105. 3, 65
H		
HAILEY, Mr. W. M.	Appointment of—as Chief Commissioner, Delhi	1
HAR DYAL	and his connection with sedition	17, 20
HEDJAZ,	The—[See "Pilgrim traffic."]	

SUBJECT.	PAGE.
HIGH COURTS. [See "Judicial."]	
HOSTILE ALIENS and Missions : Treatment of—. [See "War."] TRADERS and enemy ships. [See "War."]	
HOWRAH GANG CASE. [See "Sedition."]	
I	
IMPERIAL CONFERENCE. [See "Council."]	
INDIA. UNREST IN—	14, 15, 18
INDIAN ARMORIAL BEARINGS. Facilities granted for registration of, etc.	105
CIVIL SERVICE. Block of promotion in certain provinces : introduction of temporary remedial time-scale.	5
Provincial—changes in, in certain provinces	5
INSTITUTE OF SCIENCE at Bangalore	79
LOYALTY in connection with the war	20, 72
MEDICAL SERVICE. Increase to Civil cadre of—	11
RAILWAYS. Attitude of public to —	49
TITLES : Committee on subject of— : decision arrived at : measures taken to prevent unauthorised use of—	104, 105
INDIANS, APPOINTMENT OF—to superior grades of Railway Administration, and proposals for enabling—to qualify for technical appointments	47
FACILITIES given to—in Archaeological Department	85, 86
INDUSTRIES, INDIAN. Policy of Government as regards—during peace and war : exhibition of— : appointment of a commission to consider question of—	39, 45
IRRIGATION WORKS. Outlay on—	27, 59
Recorded Statistics of—	62
[See "Canals."]	
J	
JAIL.—Administration : Home Member's visit to the Andamans	10
Proposed appointment of a —'s Committee	11
Construction of new—s at certain places	64
JUDICIAL. Amendment of High Courts' Act of 1861	5
Power taken to establish High Courts in any province	6
High Court for Bihar and Orissa : (sanctioned)	6
Proposed High Court for Punjab (decision reserved)	6
JUTE. The—trade, Steps taken by Government to help—	38, 39
K	
KHUDDAM-I-KAABA SOCIETY. [See "Political."]	
KHULNA-JESSORE Gang case. [See Sedition.]	
KITCHENER, LORD —'s army scheme for India	87
KOMAGATA MARU. Outrage by returned immigrants on— : appointment of a Committee of Enquiry : its findings and Government action	19, 20

SUBJECT.	PAGE.
L	
LAHORE.—Conspiracy case. [See "Sedition."]	
King Edward Memorial at— :—Medical College, opening of by the Viceroy	64
LAND REVENUE. Policy of Government : Limitations to enhancements	54
Reduction of Standard of Assessment of—in Central Provinces	54
Control of—Assessments : Measure of decentralization carried out	54
Question of continuance of maintenance of record-of- rights in Bihar and Orissa	54
LEGISLATION. Power of Governor-General to legislate by Regulations in certain areas : its exercise	70, 71
Criminal Procedure Code Amendment Bill	7, 16, 68
Local— and how dealt with	72
Contempts Bill	7
Legal Practitioners' Amendment Bill	7
Bill for protection of minor girls	7, 68
Suppression of Usury	8
Religious Endowments Act	8
Agra Estates and Settled Estates Bill	8
Medical Practitioners' Registration Bill	11, 12, 79
Proposed legislative action to cope with situation in Bengal : held in abeyance	17
Passing of Defence of India Act : extent of its pro- visions	21, 69
Paper Currency	25, 26
Insurance and Companies Law	43, 66
Indian Companies Bill	44, 66
—for levy of special cess on land revenue for Railway development	48, 84
High Courts Act of 1861, Amendment of—	5, 6
Orissa Tenancy—	54, 73
Punjab Colonisation Act	55
Ajmer Alienation of Land Regulation	55
Co-operative Societies Act, 1912	55, 67
Indian Patents and Designs Act	66
Indian Factories Act	66
Indian Copyright Act	67, 86
Criminal Tribes Act	67
Improvement Trust—	83
Municipal—	84
Ecclesiastical—	84, 85
Hindu University Bill	77
Regarding eligibility of Rulers and subjects of Native States for employment under the Crown and for nomination to Legislative Councils	100, 101
The Lunacy Act	67
Wild Birds and Animals Protection Acts	67
The Official Assignee's and Administrator General's Act	67
Decentralisation Act	67
Motor Vehicles Act	67
Criminal Law Amendment Act	68
The Army Act	68
Aircraft—	68
War measures	68, 69
Minor measures	70
Repealing and Amending Act	70
Private Bills	70
Indian Medical Degrees Act	8, 68, 70, 77
Indian Tariff (Amendment) Act	11, 70
Indian Income-tax (Amendment) Act	70

SUBJECT.	PAGE.
LEGISLATIVE DEPARTMENT. Work done in— Publications issued by—	65, <i>et seq.</i> 73
LEVEES, VICEREGAL. Position of Ruling Chiefs as regards— : procedure to be followed	105
LOCAL GOVERNMENTS. Provincial settlements of— Delegation of financial powers to— Question of regulating apportionment of famine expenditure between Imperial and Provincial revenues	30 30, 31 31
SELF-GOVERNMENT: Local legislation : Government policy in regard to—	83
LUNATIC ASYLUM, Ranchi. Construction of—	13, 64
M	
MADRAS. Improvements to—Harbour	45
MUHAMMADAN. State of feeling among—and attitude during the war [See also "Education"]	15, 18, 22, 23
MAPS. [See "Surveys."]	
MARINE, ROYAL INDIAN. Admiral Slade's Committee Work of— Disposal of—vessels on outbreak of war	88 93 93
MEDICAL SERVICE, INDIAN. [See "Indian Medical Service."] PRACTITIONERS' Registration Bill. [See "Legislation."] WOMEN'S INDIAN—Service : Organisation of— COLLEGE Hospital and School at Delhi SCHOOL of Tropical medicine at Calcutta LUNATIC Asylum at Ranchi. [See "Lunatic Asylum."] COLLEGE Hospital at Lucknow WORK OF DIRECTOR GENERAL, INDIAN—Service and Sanitary Commissioner ARMY—Service : Improvements in—	12, 79 12, 79 13, 79, 82 79 81, 82 92
MEMORIAL. [See "Durbar," "Ecclesiastical," "Lahore."]	
MERCHANT SHIPPING. Effect of the war on— : action taken by Government as regards— : treatment of enemy ships	39, 40
MESOPOTAMIA. The Expeditionary Force in—[See "War."]	
METEOROLOGICAL DEPARTMENT. Progress in—and work of—	57
MINTS. Question of throwing open—to Gold Coinage. [See "Finance."]	
MONUMENTS, ANCIENT. Conservation of—	85
MOSQUE, CAWNPORE—case. [See "Cawnpore Riot."]	
MOTORS, ARMoured, etc. Organisation of—for internal defence	89
MUKTESAR LABORATORY: Work of —	53
MUSEUM. Progress of work in India. Proposed Zoological Survey Calcutta—, Enlargement of— Commercial—, establishment of—	86 64 39

SUBJECT.	PAGE.
MYSORE. [See " Native States. "]	
N	
NASIK. Conspiracy case. [See " Sedition."]	
NATAL. Emigration to—. [See " Emigration."]	
NATIVE STATES. SEDITION in— : the Kotah Case	18
RAILWAY Development in— : projects	48, 100
FAMINE in—	50
AJMERER Alienation of Land Regulation	55
LEGISLATIVE jurisdiction in—	71
CHIEFS' COLLEGES : improvements in— : Higher College for Chiefs at Delhi	80, 96
CHIEFS' CONFERENCES	96
PHULKIAN STATES. Supervision of—placed under Officer of the Political Department	95
POLICY of Government towards— : Viceroy's visit to— and hospitality received from—	95, 96
RULING CHIEFS on Durbar Committee	96
COUNCIL of PRINCES suggested : (Consideration deferred)	96
RELIEF of certain—of cost of local Political Agencies .	96
BANGALORE ASSIGNED TRACT : Revenues assigned to Imperial Government ; allowance to Mysore	96, 97
NAZRANA. Abolition of levy of—on all future success- ions in—	97
MYSORA TREATY : modification of Instrument of transfer	97, 98
MYSORE UNIVERSITY : Scheme for—	77
WAR, The, and— ; Loyalty of Chiefs ; help and assist- ance given by—	98, 99
UDAIPUR Arbitration Committee	100
ELIGIBILITY OF RULERS AND SUBJECTS OF—for appoint- ment under the Crown and for nomination to Legis- lative Councils	100, 101
RULING CHIEFS. Position of—as regards Viceregal Levees and procedure to be followed	105
Minority administration in—	101
NAVIGATION. Improvements of waterways for—	62
NICHOLSON, LORD. President of Committee on Army in India . . .	88
NICOBAR ISLANDS. Administration of—: Settlement on sounder basis of—	11
NORTH-EAST FRONTIER. The Abor Expedition	91
Survey work done on—	91
[See also " Assam," " Burma."]	
NORTH-WEST FRONTIER. Railway Construction on— : establishment of wireless stations	89
Operations on— : attacks by tribes	91
Rearmament of—Militia	92
O	
OFFICERS IN THE VARIOUS DEPARTMENTS OF THE GOVERNMENT OF INDIA during Lord Hardinge's Viceroyalty	24, 36, 45, 50, 58, 64, 73, 74, 86, 93, 105
OPIUM. POLICY AND REVENUE: Stoppage of—Exports : Disposal of— stocks	
MALWA—. Disposal of—	27, 28, 29 30

SUBJECT.	PAGE.
ORDNANCE DEPARTMENT. Work of — and re-organisation of—	92, 93
ORIENTAL RESEARCH INSTITUTE. Scheme for— : held in abeyance	80
CONFERENCE LANGUAGES : Encouragement to study of—	80, 85 86
P	
PAPER CURRENCY and Legislation RESERVE. Changes in—	25, 26 35
PERSIA AND THE GULF. Status of Resident in—raised to 1st class	95
PHULKIAN STATES. [See "Native States."]	
PILGRIM TRAFFIC. Supervision of—and work in connection with—: measures taken by Government	82
POLICE, CIVIL. Reorganization of—in Bombay	8
Redistribution of—for three new provinces	8
—Arrangements for Delhi	8
Enhancement of rates of pay of—in certain provinces	9
Increase of pay of Head Constables and Constables in Madras	9
Deputy Commissioner and extra Subordinates, sanctioned for Bombay	9
Deputation of—in connection with Criminal Tribes	9
Measures taken to prevent malpractices on parts of subordinates	9, 10
Recording of confessions by—	10
Murder of—officers in Bengal	14, 15
MILITARY. Reorganization of Burma—	9
—in the three new provinces	9
POLITICAL. Unrest in India	13, 15, 18
—Dacoities in Bengal and Assam	14, 15, 16, 22
The Khuddam-i-Kaaba Society : its origin and aims	18
Appointment of a—Secretary in the Foreign Department	94
DEPARTMENT. Scheme for reorganization of—: its features : strength of—	94
POLITICAL DEPARTMENT. Recruitment for—, System of—	94, 95
Limitation of tenure of office of 1st class Residents in — imposed	95
Status of Resident in Persian Gulf raised to 1st class	95
Control of Phulkian States transferred to officer of the—	95
Relief of certain Native States of cost of local Political Agencies: abolition of certain agencies	96
POST AND TELEGRAPHHS. Amalgamation of the—departments : increase in traffic	44
PRESS. Tone of the—	14
The Mahomedan—	15, 18, 19, 23
The Ghadr newspaper	20
Internment of Mahomed Ali and Shaukat Ali	23
Control of—during the war [See "War."]	
Indian Journal of Medical Research	82

SUBJECT.	PAGE.
PUBLIC Debt. [See "Finance."]	
PUBLIC SERVICES IN INDIA. Royal Commission on—. Appointment of—: terms of reference : its work and tours in India	4
PUBLIC WORKS DEPARTMENT. Reorganization of Provincial Engineer Service	58
Strength of Engineer establishment in—	58
—Officers withdrawn for the war	58
Formation of—establishment for Delhi	59
Progress in canal construction	59
Building projects carried out by—	64
Conference of—Engineers held at Simla	64
PUNJAB. HIGH COURT proposed for the—: decision reserved	6
Introduction of Borstal System Jails in the—	10
Disaffection and outrages in the—	15, 20, 21, 22
Conspiracy in the—	15, 21
Permanent Settlement in the—	30
Canal Colonies Schemes	55, 59
Q	
QUEEN ALEXANDRA Military Nursing Service : improvements in condition of service	93
QUETTA STAFF COLLEGE	93
R	
RAILWAYS. Expenditure on— : improvements in Financial Procedure	27
Special procedure for indenting for materials	27
Conference presided over by Lord Inchcape <i>re</i> —: its results	46
Adoption of official financial year by Indian—	46
Appointment of Indians on—	47
Creation of a Mining Engineer's Department : Assistance to indigenous industries	49
Attitude of Indian public to—	49
State and Company management : Enquiry into —	49
Effect of the war on—	49
Construction of—in connection with external and internal defence	89
RAILWAY. Settlement of outstanding—questions	46
The—Board : its working : change in system of control, etc	46
Relations between—administrations and staffs	47
—Development : increase of traffic : new lines opened	47, 48
—Development by Local Bodies	48, 84
—Development in Native States	48, 100
—Requirements at new Delhi	63
RASH BEHARI BOSE and his connection with sedition	17, 21
RELIGIOUS ENDOWMENTS ACT AMENDMENT BILL. [See "Legislation."]	
BUILDINGS.	
Special provision in rules under Land Acquisition Act regarding acquisition of land containing—	55
RUPEE LOAN. [See "Finance."]	
RURAL AND DISTRICT BOARDS. Improvements in rural areas as regards surrender of agricultural cess to—	83, 84

SUBJECT.	PAGE.
S	
SANITARY. Holding of All-India—Conference : Government Resolution and Policy	81, 82
Reorganization of—Services : Position of D. G., I. M. S., and Sanitary Commissioner	82
Creation of Indian Research Fund	82
Developments of—Science ; action taken by Government	82
Pilgrim traffic : supervision of work in connection with—	82
SEDITION. NASIK Conspiracy case	14
HOWRAH Gang case	14
DACCA Conspiracy case	14
KHULNA-Jessore Gang case	14
SEDITIOUS MEETING ACT : Amendment and permanent enactment	14, 70
DISCOURAGEMENT of—by manifestations of loyalty	14
DELHI DURBAR and after effects	14
—in ASSAM: Sitakund, Arnuachal Asram and Maulvi Bazar	15, 16
RAJA BAZAR Bomb case	17
HAR DYAL, Rash Bihari Bose and Amir Chand	17
—in NATIVE STATES. [See "Native States."]	
KOTAH and Arrah Murders	18
GHADAR Conspiracy	17, 20, 21
DEFENCE OF INDIA ACT : Passing of —	21, 69
DELHI Conspiracy case	17
LAHORE CONSPIRACY case and sentences in—	21
—in BENGAL : the Balasore case	22
SILK INDUSTRY. Revival of—: appointment of an expert	51
SIMLA. New Legislative Council Chamber at—	64, 72
Improvement Scheme	83
SURVEY. Progress of topographical programme	53
Progress in map production	53
Progress of Geographical exploration : work undertaken	53, 91
Re-organisation of Provincial Services	54
Longitudes determined for first time by wireless signals	53
—Work done on N. E. and N.-W. Frontiers	91
Exploration work done by Captains Pritchard and Bailey	53, 91
SOUTH AFRICA. [See "Emigration."]	
T	
TAXATION, ADDITIONAL. [See "Finance".]	
Municipal. [See "Finance".]	
TECHNOLOGICAL Institute at Cawnpore : sanctioned	79
TELEGRAMS. Introduction of system of deferred Foreign—	44
TELEGRAPHY. Development of wireless— : establishment of stations in India	44, 89
Longitude determined for first time by wireless signals	53
TEMPERANCE. Indian Army—Association. Formation of	93
TERRITORIAL Forces. [See "War."]	
TITLES. Indian—[See "India."]	

SUBJECT.	PAGE.
TRADE. Measures undertaken on account of war : Customs Restrictions	36, 37
Control and stimulation of certain exports : Wolfram : Wheat : Jute	37, 38
Treatment of hostile traders and enemy ships	39, 40
Expansion of—: Creation of Department of Statistics	44, 45
Port Administration	45
U	
UDAIPORE Arbitration Committee	100
UNITED PROVINCES. [See "Councils, Executive," "Forests."]	
UNIVERSITY. HINDU—Bill : Laying of foundation stone by Viceroy	74, 77
EDUCATION : Progress in—: Grants to—ies	76, 77
DACCA—, Scheme for—	77
CALCUTTA—: Grants given to—: Convocations of—	77
BOMBAY—	77
MYSORE—, Scheme for—	77
V	
VETERINARY DEPARTMENT. Civil—. Its work : expansion of, and strengthening	52
EDUCATION	52, 80
VICEROY. —'s term of office viewed politically	13
Speeches in Council by—	15, 19, 39, 41, 42, 72
Bomb outrage on —	15
—'s action in Cawnpore Riot Case	19
Opening of Ganges bridge by—	48
Opening of canals by—	59
—presided less frequently at Legislative Councils	66
—'s refusal to assent to Orissa Tenancy Bill	54, 73
—'s attendance at Convocation of Calcutta University	77
—'s addresses at Chiefs' Conferences	80
—'s memorandum on military policy	87, 88
—not in favour of a Foreign and Political Member of Council	94
—'s policy towards Ruling Chiefs	95, 96
—'s speech at Udaipur	100
—'s speech at Madras in connection with South African Emigration	41
VICTORIA CROSS. Indian Army made eligible for—	93
W	
WAR. Outbreak of—between Great Britain and Germany : India's loyalty	20, 72
Mahomedan attitude during the—	22, 23
Treatment of hostile aliens and missions : repatriation of certain aliens	23, 24, 68, 69
Control of the Press : Dissemination of—news to the public	24, 69
Volunteering by Government servants for active service	24
Decline in Savings Bank Deposits due to—	26, 32
Financial measures due to—	28
Financial history of the—period : steps taken by Government	31, 32
Financial position, strength of India's—	36
Measures taken in Commerce and Industry Department during the—	36, <i>et seq.</i>
Merchant shipping, treatment of enemy ships	39, 40, 69
Treatment of hostile traders	40
Effect of the—on Railways	49, 50
Survey work retarded by—	53

SUBJECT.	PAGE.
WAR. Co-operative Societies and the—	56
P. W. D. Officers withdrawn for the—	58
Legislation on account of—	68, 69, 70
Pilgrim Traffic and the—	83
Reinforcements and recruiting	89
Work of the Commander-in-Chief, &c., in connection with—	93
Ruling Chiefs and the—: help and assistance given by : message from Viceroy to Secretary of State regarding—	98, 99
Indian Troops : Forces despatched : Flanders Force, operations and casualties : Mesopotamian Force, operations of—: Aden operations	88, 89, 90
WEIGHTS AND MEASURES. Committee on standardisation of—	45
WHEAT. High price of—: scheme inaugurated for export and sale of—: prohibition of private exports	37, 38
WOLFRAM. Steps taken to increase output of—	37

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